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Local authority child poverty innovation pilot evaluation: Final synthesis report

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Department for Education

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Executive Summary

1 Introduction

In April 2009 GHK Consulting was commissioned by the Child Poverty Unit (CPU) to undertake the national evaluation of the Local Authority Child Poverty Innovation Pilot (LAIP). The Local Authority Innovation Pilots look at a wide range of innovative activity designed by local areas to tackle child poverty. The LAIP ran from April 2009 to March 2011. This report presents the final findings and conclusions from the evaluation.

LAIP programmes were expected to address at least one of the following themes:

- Increasing parental employment;
- Raising family income, through the improved take-up of tax credits and benefits, and local authority administered benefits;
- Narrowing the outcome gap between children in low income families and their peers;
- Promoting economic regeneration focusing on families and tackling regeneration at a community wide level; and,
- Building the capacity of communities to address child poverty.

The ten pilot authorities successful in their applications for funding to begin in April 2009 were:

- Cornwall; Hammersmith and Fulham; Islington; Kent; Knowsley; North Warwickshire; Sefton; North Tyneside and South Tyneside (in partnership as Tyne Gateway); Waltham Forest; and, Westminster.

This report draws on fieldwork and data collection undertaken in February and March 2011 and builds on three previous stages that were reported in: January 2010; June 2010; and, November 2010. It is based on qualitative interviews with a range of stakeholders, pilot programme managers and team members, and with parents engaged in pilot provision including a longitudinal sample interviewed over time. The report also includes: analysis of monitoring and management information (MI) data for the entire pilot period; an analysis of the costs incurred, including in-kind costs; and, a spatial mapping analysis exploring how targeting of families in poverty and at risk of poverty was achieved.

2 The Child Poverty Context: Recent Policy and Evidence

The Child Poverty Act (2010) commits the Secretary of State to four targets to eradicate child poverty by 2020 and to minimise socio-economic disadvantage, and to produce a strategy every three years for reaching these goals. The Coalition Government has broadened the approach of the previous administration from a focus on income to include a focus upon life chances, social justice and social mobility.

At the centre of the Coalition Government's *New Approach to Child Poverty*, the national child poverty strategy, are the principles of *'strengthening families, encouraging responsibility, promoting work, guaranteeing fairness and providing support to the most vulnerable*'. In order to break the intergenerational cycle of poverty, the strategy aims to tackle the interrelated problems of worklessness, debt, educational failure and poor health. The social mobility strategy *Opening Doors, Breaking Barriers* complements the *New Approach.*

Central to both strategies is welfare reform. In particular, statutory changes announced in the Welfare Reform Acts 2009 and 2010 and the introduction of the Universal Credit and the Work Programme emerge as key policy instruments for tackling poverty. A focus on early intervention is another key element. This draws on Frank Field's Review recommendation of an increased emphasis on providing high quality, integrated front-line services, aimed at supporting parents and promoting the development of the poorest children.

These reforms bring some significant challenges. Child poverty has a damaging impact upon children and their families, in the immediate and longer-term. Certain groups face particular risks and there is also a geographical dimension to the problem. Analysis of socio-economic data for the pilot authorities shows that since the LAIP began, child poverty has increased and employment has fallen

in those areas. There is a growing body of evidence about effective approaches for tackling child poverty, to which the national evaluation of LAIP contributes.

3 The Ten Local Authority Child Poverty Innovation Pilot Programmes

The report provides an overview of each of the ten LAIP programmes. This includes:

- A summary of the pilot's aim, key features and achievements as well as key findings from an analysis of pilot costs;[1]
- A logic model to present a summary of the pilot programme theory; and[2]
- A map showing the spatial location of beneficiaries across the local authority and the levels of child poverty in the authority's LSOAs.[3]

The section illustrates the breadth and diversity of the different programmes.

4 Findings: Effective Practice

Previous LAIP national evaluation reports have identified and explored messages of effective practice. In the final analysis those cross-cutting themes remain and can now be presented as findings for effective practice.

4.1 Targeting and engaging parents and families

Effective targeting and engagement of parents and families is an essential element of support to address child poverty in the short and longer-term. Creating family-friendly brands that present a broad message about the support available, without linking this to stigmatising notions of 'child poverty', is important. Across the ten pilots, a range of approaches were taken to promote the support available for parents and families. These include: publicity; outreach, including peer-based approaches; data-led approaches; persistency; and, work with partners. No single approach emerges as most effective; rather, a combination of different techniques is required. Front-line workers who are engaged with families provide a crucial source of referrals, particularly to new and (innovative) pilot provision. As previously reported, existing staff and services welcome provision that can support parents and families that they are in contact with. But, these staff can also be cautious about new provision and thus it takes time and effort to build the awareness, relationships and confidence that is essential for them to make referrals.

A key feature of the pilots was a focus upon providing family-based approaches to support low-income families towards improved outcomes. The final evaluation reports confirm that providing an effective family-based approach does not necessarily engage the whole family, but it does take each of the individuals and the family as a unit into account. Working with parents as parents, rather than as adults who may or may not have children, is an important theme. It is also important to provide needs assessment and action planning that is undertaken in partnership with parents and families, and to understand that this should be an ongoing process as more is revealed and understood as trust is developed over time. Effective practice is therefore able to support families over the longer-term, as appropriate to them and with clear exit strategies.

4.2 Increasing employment and employability

Increasing parental employment and employability was at the heart of almost all of the LAIP programmes (Cornwall, Hammersmith and Fulham, Islington, Sefton, Tyne Gateway and Westminster). Taking a family-focused approach in working with parents was identified as central to addressing the issues that parents face as parents when returning to or sustaining employment. All of

[1] Annex 1 of the report provides a discussion of the limitations of this analysis, the caution that must be taken in interpreting the results and the detail of how the analysis was undertaken for each pilot.

[2] The national evaluation used a programme theory approach to each of the local evaluations, which involves establishing a programme's: context; inputs; target group(s); activities; rationale; outputs; medium term outcomes; and, long term outcomes.

[3] Lower Super Output Areas (LSOAs) are small geographical areas identified by the Office of National Statistics (ONS), with a population of c.1500 people.

the pilots demonstrated a high demand for the holistic, flexible, resourced and responsive models of support delivered or coordinated by a single 'keyworker' that were developed. Females with young children were a key group engaged, primarily as lone parents but also as potential second earners in low-income families. Evidence from the evaluation indicates that parents are motivated to engage with employment support by the benefits that they expect it to bring to their children and their family in the longer-term. Work-life balance is an important consideration, particularly for women with primary carer responsibilities. For these parents, flexible employment is required that can fit around these.

In Sefton and Westminster, the LAIP programmes included an element of employer engagement. Both sought to promote family-friendly employment and identify these vacancies for local parents including those in receipt of LAIP support; Sefton through an 'Employer Award' scheme and Westminster through employment brokerage. Both engaged employers in activities to promote family friendly employment and the evaluation indicates an interest amongst employers in this activity. But the evaluation suggests that there is currently a lack of employment opportunities that meet the needs of parents. In the absence of available employment and reflecting the distance from the labour market of most of the parents engaged, key outcomes have been employability with less parents entering work.

4.3 Alleviating the impacts of poverty

As well as activity to address child poverty in the long term by supporting parents into or closer to employment, a feature across pilot provision was activity to alleviate the impacts of poverty in the immediate and medium term. The evaluation evidence illustrates how the immediate provision of resources can make an immediate impact on the lived experience of child and family poverty. For professionals delivering pilot support, the ability to access flexible funds that LAIPs provided was highlighted as a particularly important feature of effective practice, and was described in contrast to existing mainstream funds. Where pilot flexible funds were used as part of support along a progression pathway, they can be expected to support longer-term and sustained outcomes. The evaluation also indicates that the provision of these resources supports parents' engagement in these progression pathways. The funds also support 'quick wins' that demonstrate early progress and the commitment of keyworkers or other professionals to supporting the parent and family.

Another feature to emerge from the evaluation was the high demand for financial advice and support and the high impact that this provision can have on family income and with related benefits for parental and family wellbeing. Parents can be reluctant to divulge details of their finances to advisers who they do not know. Yet, financial advice including benefits checks and 'better off in work calculations' require specialist skills and knowledge that more general family support and keyworking staff are unlikely to have. Sensitive approaches are therefore required to promote the benefits of these services and once referred, supporting parents to access this provision is more likely to lead them to benefit from it.

4.4 Addressing barriers

Addressing the barriers that parents and families face in accessing support to enable them to progress towards improved outcomes, and to enter or progress towards employment, was key to effective LAIP provision. The barriers are numerous and unpredictable. Flexible and coordinated packages of support are essential for effective practice that identifies and then addresses the range of barriers that parents and families face. Pilots in larger metropolitan areas indicate how it is important that provision is culturally aware and therefore culturally sensitive, understanding any cultural barriers and accessing specialist language provision where required. Pilots in rural areas illustrate the importance of approaches that address transport issues and consider ways of taking services out of their established locations and into communities themselves.

A common barrier that many of the LAIP programmes identified in their pilot design was access to affordable, flexible childcare. This is both childcare for children under 5 but also holiday provision and before and after school provision for school-age children. Access to childcare was confirmed by the LAIP programmes to be a complex issue for parents and families, with several different dimensions that can interrelate. These are:

- Affordability; awareness; availability; funding; and cutting across these, parents' perceptions.

Even if childcare is available, parents can require support and encouragement to access it. Parents were concerned about their ability to afford childcare in the future where an LAIP had assisted them

with meeting costs, despite their recognition of the long-term benefits through employment of increased wages and improved future prospects.

School-based programmes in Kent and North Warwickshire demonstrate the potential of these approaches to engage pupils and build their skills and capacity for longer-term outcomes and preventing future barriers.

4.5 Innovation and sustainability

Each of the LAIP programmes was established to provide innovation in addressing child poverty. This context meant that features that were locally innovative were the primary concern, with national innovation secondary. Despite a focus upon increased partnership working across policy and practice for at least the last fifteen years, partnerships for the effective support of families and to address the child poverty agenda were consistently identified as new and therefore innovative. The partnerships developed by LAIP programmes were then identified as one of the lasting legacies of the pilot, and all of the programmes have provided learning for their local authority child poverty strategy.

The models of support that LAIP programmes developed to support families and to support parental employment in this context – the flexible, holistic, resourced models referred to throughout this section – are recognised as innovative and informing the provision required by the changes from broader welfare reform. Although models for employment support were common to the majority of the LAIP programmes, there were some notable exceptions. North Warwickshire's Branching Out Bus (BOB) built on previous local experience of providing outreach advice for benefits and financial support, but which had a low take-up and was seen as stigmatising. Kent developed an ambitious structure to develop local programmes alleviating poverty in the short term and building resilience in the longer-term. Knowsley developed a peer support 'Volunteer Family Mentor' structure. Tyne Gateway developed a unique Community Entrepreneur model.

Whatever models of provision were developed, the evaluation highlights the importance of strong governance and strong leadership at both strategic and operational levels. Strong pilot leadership ensured clear plans were developed, key milestones were delivered and supported the effective ongoing review, reflection and strategic engagement that emerges as key to sustainability (as well as delivery). It is also important to recognise the need for strong and clear evidence from delivery within this.

5 Conclusion

5.1 Key findings

- There was a high demand for all of the pilot provision whether providing intensive family support, intensive family-focused employment support, supported signposting and information, or community-based models of provision.
- Employment outcomes were mixed, with the economic downturn limiting the opportunities for parents supported by LAIP programmes and raising questions about the longer-term prospects of parents who have had their skills and employability increased.
- There is a lack of broad and responsive provision that can support families to identify and address barriers to improved outcomes. Targeted interventions often fail to look beyond the focus of their activity, meaning that where a member of a family is engaged their wider and family(s') needs are not recognised or addressed.
- Data should be used to understand local communities and their characteristics, in order to target provision. Collecting data is also important for reviewing and demonstrating progress and longer-term effects.
- The LAIP programmes have been developed and delivered in a true pilot ethos, with local strategic and delivery arrangements that enabled ongoing reflection upon progress and learning and the amendment of delivery as a result.
- Time is an important element for pilot provision – to develop, to engage parents, and to achieve outcomes.

- Context is important, and changing context can limit achievement. But whatever the context, delivering a successful pilot requires strong governance and strong leadership.
- There are clear messages of effective practice:
  - The need for a range of techniques if targeted parents are to be reached and engaged;
  - The effectiveness of packages of support for parents seeking to enter or re-enter employment that are flexible, resourced, and understand them as parents;
  - The need for flexible, accessible resources that can provide immediate impact as well as support progression to more sustainable and long-term outcomes;
  - The importance of flexible coordinated approaches that are parent-led and identify barriers;
  - The lack of confidence that many parents have in accessing local provision and the need for supported signposting that builds self-reliance;
  - Money and debt advice brings key impacts on individual and family wellbeing;
  - The importance of skilled staff, able to support parents and families from a range of backgrounds through a relational and trust building approach;
  - The challenges of developing new practice, and of workforce development to support it; and,
  - Community capacity building approaches can have a transformational impact upon those engaged but supporting this development requires dedicated resources.

5.2 Learning – The Themes of the Child Poverty Strategy 2011

5.2.1 Supporting families to achieve financial independence

- Parents are motivated to find work to improve their and their children's life chances and to achieve financial independence, and there is a demand for family-focused employment support.
- Financial problems and debt are an important barrier to work. Support needs to be sensitively promoted and delivered if it is to engage parents effectively.
- The need for flexible, affordable childcare is a key barrier to employment.

5.2.2 Supporting family life and children's life chances

- Parents and families can lack confidence in provision. Flexible offers are required, tailored to parents and families and enabling trust to be built over time.
- Services therefore need to take a range of approaches to targeting and engaging parents, and need to think about outreach and mobile provision.
- Keyworkers or staff who are able to coordinate a range of provision are important, supported by resources that enable them to engage parents and families and provide immediate impacts.

5.2.3 The role of place in transforming lives

- Community-based models of provision can be effective but require considerable resources to develop.
- To support parents and families effectively, locally accessible provision must be in place and access coordinated.
- Partnerships are required for effective provision but can be difficult to develop.
- Local authorities have a role to play in working with employers to promote family-friendly and flexible employment within their employment brokerage functions.

5.2.4 Further learning

There are some final notable points of further learning.

- The findings of the evaluation indicate the challenges for new Work Programme provision.
- The Universal Credit will provide a single income award to families; any mistakes that are made will have significant impacts for families who rely on it.
- Pilot programmes need to have a strong evidence base to promote learning and sustainability.

1 Introduction

In April 2009 GHK Consulting was commissioned by the Child Poverty Unit (CPU) to undertake the national evaluation of the Local Authority Child Poverty Innovation Pilot (LAIP). The evaluation was structured to provide a local evaluation for each of the unique local authority pilot programmes and a synthesis evaluation to CPU. The LAIP ran from April 2009 to March 2011. There were four stages of evaluation data collection and fieldwork. This report presents the final findings and conclusions from the evaluation.

1.1 The Evaluation of the Local Authority Child Poverty Innovation Pilot (LAIP)

LAIP programmes were expected to address at least one of the following themes:

- Increasing parental employment;
- Raising family income, including through the improved take-up of tax credits and benefits, including local authority administered benefits;
- Narrowing the outcome gap between children in low income families and their peers;
- Promoting economic regeneration focused on families and tackling regeneration at a community wide level; and,
- Building the capacity of communities to address child poverty.

The ten pilot authorities successful in their applications for funding to begin in April 2009 were:

- Cornwall; Hammersmith and Fulham; Islington; Kent; Knowsley; North Warwickshire; Sefton; North Tyneside and South Tyneside (in partnership as Tyne Gateway); Waltham Forest; and, Westminster.

This report draws on fieldwork and data collection undertaken in February and March 2011 and builds on three previous stages that were reported in: January 2010; June 2010; and, November 2010.

The reports from the first two stages of the evaluation focused primarily upon the analysis of qualitative data. This reflected the formative nature of the evaluation, exploring the processes involved in establishing pilot provision. It also reflected the lack of comprehensive performance management and monitoring information (MI) across the national pilot programme during the developmental stages. The third evaluation report was able to benefit from the inclusion of MI, although issues remained with the coverage and quality. The evaluation team provided support and advice, but not all of these issues were resolved.

This fourth report presents final findings and conclusions about the learning from the LAIP programme. The report has been produced following the conclusion of the pilot in March 2011 so that it is able to benefit from analysis of MI data covering the entire pilot period and thus to report final outputs and outcomes. The final stage of qualitative fieldwork concluded the longitudinal approach of the evaluation. This approach has enabled the evaluation team to follow the development of the pilot programme over time. It has also involved working with a group of beneficiaries over time and therefore a longitudinal sample was included.

The final stage of evaluation activity involved interviews with a wide range of stakeholders and participants in the each of the ten pilot programmes. Table 1.1 details the number of participants from each of four categories that were interviewed across the ten pilot sites for the final fieldwork stage and for the evaluation overall.

Table 1.1 Evaluation Fieldwork Participants

Group	Definition	Final Stage Participants	Overall Participants
Strategic Stakeholders	Senior local authority staff and other key partners involved in management boards and other strategic structures.	47	131

Programme Team	The pilot management and delivery team.	48	254
Delivery Partners	Those involved in delivering elements of a pilot, and providing or taking referrals.	73	247
Beneficiaries	Parents engaged in support.	222	585
	(including a subsample interviewed two to four times)		60

The production of this report has also involved:

- Analysis of MI data for the entire pilot from April 2009 to March 2011 to explore outputs and outcomes;
- Analysis of the cost effectiveness of the pilot and the way in which resources were utilised, although these results need to be treated with caution and are instead presented in this report as a more basic analysis of costs;[4] and,
- Spatial mapping analysis[5] that explores the nature of the child poverty problem in each pilot area, and maps beneficiaries engaged by the pilot to explore how the targeting of families in poverty and at risk of poverty was achieved.

1.2 The Structure of this Report

This report is structured by the following sections:

- **Section 2, Policy Context**: provides an outline of the policy context for the Local Authority Child Poverty Innovation Pilot and how this has changed over time;
- **Section 3, Local Authority Child Poverty Innovation Pilot Programmes**: provides, for each of the ten pilot programmes: a logic model that summarises the pilot features, outputs and outcomes; a short discussion of the pilot's key features and achievements; key findings from an analysis of the pilot costs; and, a map to illustrate the targeting achieved.
- **Section 4, Evaluation Findings: Effective Practice**: discusses findings in relation five cross-cutting themes that emerge from analysis of the pilot; and,
- **Section 5, Conclusion**: provides final conclusions about the LAIP programme and the learning for national and local policy and practice under the themes of the national Child Poverty Strategy 2011 as well as recommendations for future pilot programmes.

[4] There were significant problems with the cost effectiveness analysis, due to the availability of robust MI for many of the pilot sites: see Annex for more information. The costs analysis that is presented includes an estimation of the in-kind contributions to the pilots. These are the time and other contributions from local authorities and their partners in developing and delivering pilot provision following the award of LAIP funding by CPU. A full description of how this analysis was undertaken is included in the Annex.

[5] A team from CURDS at Newcastle University worked with the national evaluation team at GHK to map beneficiaries of pilot support against socio-economic data about each of the pilot local authority areas, using postcode data provided as part of pilot MI. Prof. Coombes led the CURDS team and was also a member of the evaluation's Advisory Group, with Prof. Jonathan Bradshaw (University of York) and Dr. Tess Ridge (University of Bath).

2 The Child Poverty Context: Recent Policy and Evidence

2.1 Child Poverty Policy

2.1.1 Background

In 1999, in response to the worst rate of child poverty in Europe, the then UK government made the historic pledge to eliminate child poverty by 2020. This commitment was subsequently enshrined in the Child Poverty Act 2010[6] and the Coalition Agreement.[7] Whilst the numbers of children living in poverty reduced across that decade, progress slowed with no reduction in the figure for children living in relative poverty from 2005 to 2008.[8] While the latest figures show a fall of two percentage points in one year,[9] the interim target set by that government of halving child poverty by 2010 is likely to be missed. Analysis by the Institute for Fiscal Studies[10] shows that between 1996-1997 and 2009-2010 the proportion of children in poverty fell by a quarter, from 26.7% to 19.7%. However, child poverty would need to be recorded to fall by nearly as much again (900,000) in just one year to meet the interim target for 2010.

To help meet this ambitious target to end child poverty by 2020, the previous government created the Child Poverty Unit (CPU) in 2007 to bring together HM Treasury, the Department for Work and Pensions and the (now) Department for Education. CPU designed nine different national pilot programmes, supported by £125million of funding for 2008-2011, to develop approaches to tackling child poverty and minimise socio-economic disadvantage for children. The Local Authority Child Poverty Innovation Pilot is the largest of these.

The Child Poverty Act (2010) commits the Secretary of State to four targets to eradicate child poverty by 2020, and to produce a strategy every three years for reaching these goals. The targets are:

- **Relative poverty –** to reduce the proportion of children who live in relative low income (in families with income below 60 per cent of the median) to less than 10 per cent;
- **Combined low income and material deprivation** – to reduce the proportion of children who live in material deprivation and have a low income to less than 5 per cent;
- **Persistent poverty** – to reduce the proportion of children that experience long periods of relative poverty; and,
- **Absolute poverty** – to reduce the proportion of children who live in absolute low income to less than 5 per cent.

The Act also conveys responsibilities upon local authorities and named partners to:

- **Cooperate** to put in place arrangements to work to reduce, and mitigate the effects of, child poverty in their area;
- Prepare and publish a **local child poverty needs assessment** to understand the drivers of child poverty in their local area and the characteristics of those living in poverty; and,
- Prepare a **joint child poverty strategy** setting out measures that the local authority and each named partner propose to take to reduce, and mitigate the effects of, child poverty in their local area.

Local authority needs assessments and their resultant strategies require joint action across these areas.

Although the Bill received cross-party support, the Conservative party was critical of the income targets used, arguing a more effective approach would *'aim to widen the agenda ….*

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[6] HM Government (2011) *A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives,* London: Cabinet Office

[7] HM Government (2010) *The Coalition: our programme for government*: Cabinet Office http://www.cabinetoffice.gov.uk/news/coalition-documents

[8] DWP (2009) Households below average income, *An analysis of the income distribution 1994/95-2007/08*, [online]. Available at http://www.dwp.gov.uk/asd/hbai.asp [Accessed on 27 May 2011]

[9] http://statistics.dwp.gov.uk/asd/index.php?page=hbai

[10] Jin, W. et al (2011) *Poverty and Inequality in the UK:2011*, London: Institute for Fiscal Studies

which [is] more likely to address the underlying causes of poverty.'[11] Indeed, while the Coalition Government remains committed to the 2020 target, its stated means of both measuring and tackling child poverty represent a significant change of approach from that of the previous administration.

2.1.2 A new approach

The Coalition Government's Child Poverty Strategy was published in March 2011. Their new approach incorporates to a significant extent the findings of Frank Field's *Independent Review on Poverty and Life Chances.*, commissioned by the Coalition government. It also builds on the *State of the Nation* report published very early in the term of the government by Iain Duncan Smith,[12] the timing of which itself reflects the high priority given to this issue:

'*The Coalition Government recognises that poverty is a multifaceted and wide-reaching problem. This report therefore includes a broad range of poverty and deprivation indicators, including income poverty, indebtedness, unemployment, educational and health inequalities, family structure and community breakdown.*'[13]

The Coalition Government's *New Approach to Child Poverty* emphasises a holistic approach, marrying the broader agendas of social mobility and social justice. This reflects the move away from an approach that focuses upon income as the primary indicator of poverty:

'*We agree [with Frank Field] that focusing on income measures has distorted policy making... there has been an over-reliance on policies such as income transfers which aim to tackle the symptoms, rather than the causes, of child poverty.*'[14]

At the centre of the new approach are the principles of *'strengthening families, encouraging responsibility, promoting work, guaranteeing fairness and providing support to the most vulnerable.'*[15] In order to break the intergenerational cycle of poverty, the strategy aims to tackle the interrelated problems of worklessness, debt, educational failure and poor health. There are four main aspects of the approach, comprising the *new approach* and the three principles underpinning it:

- **A new approach**, moving beyond a focus on income measures towards '*a co-ordinated effort to achieve social justice and increase social mobility through radical structural reform.*'[16]
- **Supporting families to achieve financial independence**, by better incentivising employment and enabling people to '*work their way out of poverty*';[17]
- **Supporting family life and children's life chances**, intervening early to ensure the best possible future for children; and
- **The role of place and transforming lives**. In concert with the broader localism agenda across Government, the strategy calls for '*empowered, engaged local decision-makers with the right tools, combined with strong local accountability.*'[18] Innovation in local service delivery is to be supported by the roll-out of Community Budgets and initiatives such as payment by results and social impact bonds.

The social mobility strategy *Opening Doors, Breaking Barriers* complements the *New Approach.* Together with the Child Poverty Strategy it announces the creation of a Social Mobility and Child Poverty Commission, to be tasked with assessing '*progress on both social mobility and child poverty, holding the Government and others to account and acting as an*

[11] Kennedy, S. (2010) *Child Poverty Act 2010: a short guide,* London: House of Commons Library

[12] HM Government (2010) *State of the nation report: poverty, worklessness and welfare dependency in the UK,* London: Cabinet Office

[13] HM Government (2010) *op.cit*

[14] HM Government (2011) *Opening Doors, Breaking Barriers: A Strategy for Social Mobility,* London: Cabinet Office, p. 28

[15] HM Government (2011) *A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives,* London: Cabinet Office, p. 6

[16] Ibid. p. 11

[17] Ibid. p. 20

[18] Ibid. p. 54

advocate for change.'[19] The 'new approach' of the twin strategies necessitates a new means of measuring success against the task of tackling child poverty. The four income-based UK-wide targets set out in the Child Poverty Act 2010 are maintained. However, in order to ensure activity is targeted and measured to holistically address the *causes* of poverty, rather than just the symptoms, further child poverty indicators have been set out to measure progress over the lifetime of the strategy towards the long-term goal of eradicating child poverty by 2020. The social mobility strategy includes a number of indicators demonstrating the close links between these agendas. It also sets out further work to improve indicators and introduce new indicators on, for example, higher education destinations. Table 2.1 below demonstrates how the two strategies build upon the indicators set out in the Child Poverty Act 2010.

Table 2.2 Indicators in the Child Poverty Act 2010 and the twin strategies

Child Poverty Act 2010	Child poverty strategy	Social mobility strategy
Relative poverty	Relative poverty	
Combined low income and material deprivation	Combined low income and material deprivation	
Persistent poverty	Persistent poverty	
Absolute poverty	Absolute poverty	
	Low birth weight	Low birth weight
	Child development	Child development
	Attainment at school and in further education	School attainment
	Transition from childhood to labour market	Employment and participation in education of 18-24 year olds
	Children in workless households	
	Progression to higher education	Higher education
	In work poverty	
	Severe poverty	
	Teenage pregnancy	
	Young offending	
	Family structures	

2.1.3 Welfare reform

Central to both strategies is welfare reform. In particular, statutory changes announced in the Welfare Reform Acts 2009 and 2010 and the introduction of the Universal Credit and the Work Programme emerge as key policy instruments for tackling poverty.

The Welfare Reform Act 2009 altered the entitlement of lone parents to income support. Before the Act, lone parents who are capable of work were able to claim income support until their youngest child reaches the age of twelve. The Act reduced this to age 10 as of October 2009, and to age seven as of October 2010. The Welfare Reform Bill 2011 takes this further, reducing the age to five. From 13 June 2011, lone parents will be compelled to enrol on the Work Programme when their child reaches this age. The Bill also introduces a 'Universal Credit' to replace a range of existing means-tested benefits and tax credits for people of working age. Both measures are intended to incentivise a return to work. Conditionality is imposed via the expectation that *'everyone is given the help they need to get back to work, matched by an expectation that they take up that support.'*[20] By virtue of the changes to entitlement and increased take-up of benefit, the Government expects that as many as

[19] Ibid.

[20] DWP (2008) *Raising expectations and increasing support: reforming welfare for the future,* London: DWP, p. 9

350,000 children and 500,000 working-age adults could be moved out of poverty.[21] International research suggests that personalised, supportive approaches with an element of conditionality are most effective for those who are out of work.[22]

The Bill also restricts Housing Benefit entitlement for social housing tenants '*whose accommodation is larger than they need*',[23] places a household cap on benefits and links local housing allowance (LHA)[24] to the Consumer Prices Index rather than to the cost of rent. The five-bedroom LHA has been removed, so that the maximum level is for a four bedroom property, and from October 2011 LHA rates will be set at the 30th percentile of rents in each Broad Rental Market Area rather than the 50th percentile.[25] The household cap on benefits in particular is likely to have a significant impact on London, because the cap is more likely to be breached by households with higher rent costs. These reforms follow the LHA cap passed into law in November 2010.[26] The introduction of size criteria for housing benefits is anticipated to take effect from April 2013. DWP projections are that around a third of claimants will be affected, with an average reduction across this group of £13 per week.[27]

At the heart of welfare reform is the Work Programme: '*the centrepiece of the Government's plans to reform welfare-to-work provision in the UK*.'[28] Along with Jobcentre Plus, this is intended to support out-of-work benefit claimants back into sustained employment, with providers rewarded for supporting those further away from the labour market into sustained employment. The Work Programme is key to the Child Poverty Strategy 2011: '*To address the root causes of poverty we will deliver early and effective interventions through the Work Programme targeted at vulnerable groups*.'[29]

2.1.4 Strengthening early intervention

A focus on early intervention is another key facet of the *New Approach*. This draws on the Field Review's recommendation of an increased emphasis on providing high quality, integrated services, aimed at supporting parents and improving the abilities of the poorest children. An early intervention approach is further supported by the recommendations of Graham Allen's *Early Intervention: The Next Steps*[30] independent review, presented to David Cameron in January 2011.

Recent policy developments suggest a continued commitment to early intervention. They include an expansion of free early years provision for disadvantaged two-year-olds, an expansion of the health visitors scheme, and the extension of Family Nurse Partnerships. Recent IPPR research[31] demonstrates that early years services (or childcare) can promote higher employment rates by enabling families to balance work and caring responsibilities, suggesting that early intervention justifiably has a key role in the Government's holistic strategy for social justice.

2.2 Understanding Child Poverty in the UK

The impact of child poverty on the lives of children and their families is clear.

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[21] HM Government (2011) *A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives,* London: Cabinet Office, p. 3

[22] Daguerre, A. and D. Etherington (2009) *Active labour market policies in international context: what works best? Lessons for the UK*, London: DWP

[23] http://services.parliament.uk/bills/2010-11/welfarereform.html

[24] And, when introduced, the housing element of Universal Credit.

[25] http://www.dwp.gov.uk/local-authority-staff/housing-benefit/claims-processing/local-housing-allowance/impact-of-changes.shtml

[26] Ibid.

[27] DWP (2011) *Housing Benefit: Size Criteria for People Renting in the Social Rented Sector,* London: DWP

[28] DWP (2010)*The Work Programme Prospectus* [online]. Available at http://www.dwp.gov.uk/docs/work-prog-prospectus-v2.pdf [accessed 26 May 2011]

[29] HM Government (2011) *A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives,* London: Cabinet Office, p. 3

[30] HM Government (2011) *Early Intervention: The Next Steps*, London: Cabinet Office

[31] Ben Galim, D. (2011) *Parents at the Centre,* London: IPPR

'*The experience of poverty in childhood is clearly damaging and it permeates every facet of children's lives from economic and material disadvantages, through social and relational constraints and exclusions to the personal and more hidden aspects of poverty associated with shame, sadness and the fear of difference and stigma.*'[32]

Children and young people responding to a Children's Commissioner consultation[33] reported that being 'less well-off' leads to: a lack of social activities and extra-curricular activities; lack of educational resources; difficult social relationships and occurrences of bullying; reliance on public transport; a more difficult transition to independent living; and, reduced career ambitions and lower expectations regarding higher education.

Parents living in poverty also face a range of challenges, which include balancing the needs of different members of the family (including their own); problems of debt and vulnerability to debt; the difficulties of negotiating the benefits system; and the tensions for working parents in meeting both the needs of their children and the demands of their employers.[34] Everyday life is difficult and uncertain as family equilibrium is easily destabilised or undermined by external and internal shocks.[35]

Despite considerable progress over the past decade, child poverty remains a persistent problem in the UK. In addition to the moral imperative to tackle child poverty there is also a strong economic case – the cost of meeting the 2010 child poverty target was estimated (in 2009) to be £4bn, yet child poverty was estimated to cost the UK £25bn a year in reduced educational opportunities, lower productivity, increased spending on social security, and lower taxes.[36] It is also clear that child poverty has disproportionate impacts across some groups, which include:

- **Ethnic minorities.** Children from households whose head is from an ethnic minority are more likely to be in poverty than other children[37]. Pakistani and Bangladeshi children are at a particularly high risk: for children in a white family in 2009/10, the risk of poverty was 19%, while in a Pakistani or Bangladeshi family the risk was 54%. Children from ethnic minorities also have higher rates of deprivation than other children in poverty (according to a measure of income).[38]
- **Large families.** In 2009/10, 26% of children from families with three or more children were at risk of poverty, compared with 16% for children in families with one child and 18% for children in families with two children.[39] This may have a greater impact on ethnic minority families as they often have more children.[40]
- **Workless families.** In 2009/10, for children in two-parent households where neither adult works, there was a 62% chance of being in poverty; this compares with 3% in families with both parents in full time work.[41] However, employment does not guarantee a route out of poverty. Around half of children living in poverty have a parent in work.[42] This may partially be a result of a low take-up of benefits. Estimates in 2006/07 suggested that there were 400,000 children in poverty as a result of families not claiming

[32] Ridge, T. (2010) *Living with poverty: A review of the literature on children's and families' experiences of poverty,* London: DWP

[33] Children's Commissioner (2011), *Trying to get by: Consulting with children and young people*, London: Office of the Children's Commissioner

[34] Ridge, T. and J. Millar (2009) *Work and well-being over time: lone mothers and their children*, London: DWP

[35] Ridge, T. (2010) op. cit.

[36] Hirsch, D. (2009) *Ending Child Poverty in a Changing Economy*, York: JRF and Institute for Fiscal Research.

[37] DWP (2011) *Households Below Average Income 2009/2010.* Figures are Relative Poverty (below 60% of median income), before housing costs.

[38] Platt, L. (2009) *Ethnicity and child poverty*, London: DWP

[39] DWP (2011) *Households Below Average Income 2009/2010.* Figures are Relative Poverty (below 60% of median income), before housing costs.

[40] Bradshaw, J., Finch, N., Mayhew, E., Ritakallio, V-M. and Skinner, C (2006) *Child poverty in large families*, Bristol: Policy Press

[41] DWP (2011) *Households Below Average Income 2009/10*. Figures are Relative Poverty (below 60% of median income), before housing costs.

[42] DWP (2011) op. cit.

all that they are entitled to, although not all of these would be families where someone is working.[43] In-work poverty can also be the result of employment in jobs with low rates of pay or low hours of work and in occupations that offer poor progression and retention.

- **Parents and children with disabilities.** Families with either an adult or a child with a disability are at greater risk of being in poverty.[44] For example, in 2009/10, the risk of poverty for children living in families where someone is disabled was 25%, compared to 18% for children in families where no-one is disabled.
- **Single parent households**. In 2009/10, 28% of children living in lone parent families were in poverty, compared with 17% of children in couple families.[45] However, levels of worklessness are a key factor. Children in lone parent families where the parent works have equivalent or lower risk of being in poverty than those from working couple families.[46] Single parents are more susceptible to seasonal pressures on work, related to the school calendar as the costs of childcare over the summer holiday period act as a disincentive to remain in work. Furthermore, lone parents, as well as mothers in couples, are most often looking for part-time and flexible work. Nearly three out of four of those looking for part-time work are workless parents.[47]

2.2.1 Geographical variation

The incidence of child poverty also has a strong geographical dimension. Analysis by Dorling et al (2007)[48] demonstrates that while overall poverty rates are falling, inequalities between geographical areas have increased since 1970 (although changes since 2000 are less clear). Both poor and wealthy households have become increasingly geographically segregated with poverty clustering in urban areas. Within overall improvements, disadvantaged communities remain and those communities already considered deprived can be expected to suffer more than other areas from the current downturn.[49] Disadvantaged and vulnerable groups tend to be geographically concentrated in the most deprived neighbourhoods.[50]

The child poverty maps recently produced by the End Child Poverty campaign[51] show that levels of child poverty continue to vary greatly between local areas. In three parliamentary constituencies and in one local authority (Tower Hamlets) over half of children are in poverty; this is also the case in 96 local wards. The range of variation between areas is also considerable; those with the lowest levels of child poverty differ by a factor of nearly 10 compared to those with the highest. This demonstrates the very different challenges that local areas face, and the report notes that spending settlements for 2011/12 and 2012/13 tend to be less favourable for those local authorities with higher rates of child poverty, presenting a further challenge to local action.

2.2.2 Childcare

High quality childcare is consistently identified as key to supporting parents into work. IPPR analysis[52] shows that despite the key role childcare can play in enabling families to access employment, and despite a great deal of expansion and investment in early years provision over the last decade, it is children from disadvantaged backgrounds – arguably those with

[43] Child Poverty Unit (2009) *Take Up the Challenge: The role of local service in increasing take up of benefits and tax credits to reduce child poverty*, London: Cabinet Office

[44] DWP (2011) *Households Below Average Income 2009/2010*. Figures are Relative Poverty (below 60% of median income), before housing costs.

[45] DWP (2011) op. cit.

[46] DWP (2011) op. cit.

[47] Simmonds, D. and Bivand, P. (2009) *Can work eradicate child poverty?*, York: JRF

[48] Dorling, D., Rigby, J., Wheeler, B. Ballas, D., Thomas, B. Fahmy, E., Gordon, D. and Lupton, R. (2007) *Poverty, wealth and place in Britain, 1968 to 2005*, London: DWP

[49] JRF (2009) *Communities in recession: the impact on deprived neighbourhoods*, York: JRF

[50] Stafford, B. and D. Duffy (2009) *Review of evidence on the impact of economic downturn on disadvantaged groups*, London: DWP

[51] End Child Poverty (2011) *Child Poverty Map of the UK: Part One, England*, London: Child Poverty Action Group

[52] Ben Galim, D. (2011) op. cit.

the most to gain – who use these services least. Many of these parents felt that children under two years old should be with their families – either themselves or other family members. Affordability was found to be a major concern with few parents willing to or able to pay additional fees. The proximity of services was found to be very important to parents, and the inflexibility of the free nursery entitlement was cited as problematic, meaning that employment was difficult to sustain.

The Child Development Grant pilot, one of the nine Child Poverty pilots funded by CPU, aimed to encourage disengaged parents to make use of the services offered by their local Children's Centres. The pilot identified that several major barriers prevent access, including: a lack of awareness of Children's Centres and the services they provide; fear of perceived statutory services by families conditioned to be suspicious of government support; and fear of the unknown for families new to the service.[53] Evidence from the Childcare Affordability Pilots suggests barriers relating to work, childcare and finance are interlinked and have to be overcome together, which presents major challenges for parents.[54] For the parents involved, pre-existing attitudes to childcare and work were the most significant barrier to work, rather than childcare affordability. Additional complications were found for parents with a disabled child, related to attitudes towards the feasibility and viability and combining work and childcare.[55]

2.2.3 Effective approaches for tackling child poverty

A growing body of literature demonstrates that approaches focusing on all family members, rather than targeted individuals within the family unit, have shown better outcomes.[56] Whole-family approaches are supported by the Field Review of poverty and life chances, which found that the most effective programmes are those that work with both parents and children.

Personalised, flexible and holistic approaches are required to support those out of work into employment. Incentivising progression and facilitating access to childcare are key enablers. Those who are 'harder to help' can '*face complex and often cumulative individual barriers to employment... Support packages must be flexible enough to address this range of complex needs and to ensure that individuals actually stay on the programme'*.[57]

The policy landscape has altered significantly over the past three years, and the evidence base continues to develop. Against this backdrop of change, however, the ten LAIP programmes continue to provide relevant and important lessons for policy and practice. Indeed, the DWP notes that *'Although set up under the previous administration, the pilots and the evaluation evidence base of the suite of Child Poverty Pilots continue to be relevant to the current administration's approach to child poverty*.'[58]

2.3 Pilot Context – New Analyses

The first synthesis report provided a 'baseline analysis' of the child poverty position, and the scale of the challenges faced, in each pilot area. The main findings suggested that:

- While there is considerable variation in the position between pilot areas, in aggregate the Pilot areas were close to, and often more deprived than, the national average.
- Pilots in the northern areas had the most consistent set of above average measures related to aspects of child poverty. Whilst the London areas had very high levels of

[53] Department for Education (2011) *Evaluation of the Child Development Grant Pilot,* London; DfE

[54] Hall, S. et al (2011) *Qualitative research into families' experiences and behaviours in the Childcare Affordability Pilots (CAP09): 100% Costs Pilot,* London: Department for Education

[55] Abery, M (2011) *Childcare Affordability Pilots (CAP09): 100% Costs, Disabled Children and Actual Costs pilots evaluation summary,* London: HMRC

[56] Morris, K., et al. (2008) *Think Family: A Literature Review of Whole Family Approaches*, London: Cabinet Office Social Exclusion Task Force

[57] Daguerre, A and D. Etherington (2009) *Active labour market policies in international context: what works best? Lessons for the UK*, London: DWP

[58] Evans, M and K. Gardiner (2011) *CPU Child Poverty Pilots: Interim synthesis report,* London: DWP

some problems they were faring better in relation to others. The more rural areas mostly had values that indicated that they were slightly less deprived than the national average.

- The turn of the millennium saw child poverty rates in the northern areas falling more rapidly than London, but this has changed in recent years with the north faring less well.

The report also described the limitations of available data in examining the scale of child poverty at the pilot area level. These included measures being at best indirect as they relate to levels of income in households with children (rather than the extent to which children in low income households are deprived), and the inevitable time lags in the availability of data.

This section provides an 'update' on the child poverty position within the ten LAIP areas. It uses recently published data to: explore the validity of the initial 'pilot baselines'; and, provide evidence of how the economic situation facing the local programmes has changed in the pilot period.

2.3.1 Updating the baseline

Additional data released during the LAIP has been analysed to provide an updated baseline for each pilot area. The findings from this analysis are provided as Table 2.2 below.

Table 2.3 Measures of child poverty levels around the start of the LAIP

# IDACI value *100	# IDACI 2007	IMD 2007	# IDACI 2010	NI 116	Save The Children	End Child Poverty
Source data date	*c.*2005	*c.*2005	*c.*2008	2008	2007-09	"2010"
Tyne Gateway	25.5	26.9	23.9	24.1	16.3	23.5
Sefton	21.4	25.1	20.4	20.7	16.0	20.0
Knowsley	36.9	43.2	34.9	33.8	20.0	33.0
Waltham Forest	39.1	33.2	38.0	34.5	22.0	35.0
Islington	52.2	39.0	48.6	46.1	21.0	46.0
Westminster	37.9	26.3	35.6	39.9	24.0	41.0
Hammersmith & F.	38.4	28.1	35.9	35.4	20.0	36.0
Cornwall	19.3	24.0	18.8	18.8	13.0	19.0
Kent	18.0	17.0	17.8	17.9	11.0	17.6
N. Warwickshire	13.8	16.2	13.7	13.8	13.0	14.0
All Pilots	25.2	24.0	24.2	24.1	15.0	23.9
England	22.5	22.0	21.7	21.6	13.0	21.3

Sources:
webarchive.nationalarchives.gov.uk/+/http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07;
www.communities.gov.uk/publications/communities/indicesdeprivation07;

www.communities.gov.uk/publications/corporate/statistics/indices2010;

www.education.gov.uk/childrenandyoungpeople/families/childpoverty/b0066347/child-poverty-data;

www.savethechildren.org.uk/en/54_14969.htm;

www.endchildpoverty.org.uk/why-end-child-poverty/poverty-in-your-area

The table is divided into four sections horizontally, grouping as: northern; London-based; and, the more rural pilots. The table also includes 'all pilots' and 'England' measures (the latter being derived from weighted averages to consider different population sizes). Each

column lists the different measures of poverty used, with the source date for the data presented.

- The first two columns show the data available at the time at which the authorities were preparing their applications and plans. Although released in 2007 both the IDACI and IMD[59] used data from 2005 (and were included in the first baseline analysis).
- The second two columns show IDACI 2010 and NI116[60] measures released during the LAIP, based on data collected in 2008. The updating of IDACI 2007 to become IDACI 2010 (using mainly data for around 2008) shows slight falls in deprivation levels generally, but only minor changes in their spatial patterns (and so not affecting the ranking of pilot areas). The key finding is that the updated measures suggest that those available earlier provided a fair indication of the relative levels of child poverty in the pilot areas at the time of their programme design. This also indicates that at the broad area level, the pattern of child poverty tends to change slowly (except when there are major economic events such as those that occurred following the 2005-2008 period, as described at 2.3.2).
- The final two columns show measures produced by independent groups: the Save the Children measures provide estimates of "extreme poverty" and are therefore lower than any of the other measures shown; and, the End Child Poverty measures using similar indicators to NI116 and so showing similar results. The Save The Children estimates suggest that although London areas have the highest proportion of children in extreme poverty, values in the capital are not very much higher than in some other areas and Knowsley in particular.

2.3.2 Change during the LAIP

The economic climate in which the pilots were delivered was very different to the time at which they were conceived. The recent recession influenced the available opportunities for parents to secure employment as well as increasing the risk of families falling into poverty. The influence of the recent recession on the ten local areas and the increased challenges resulting are explored below.

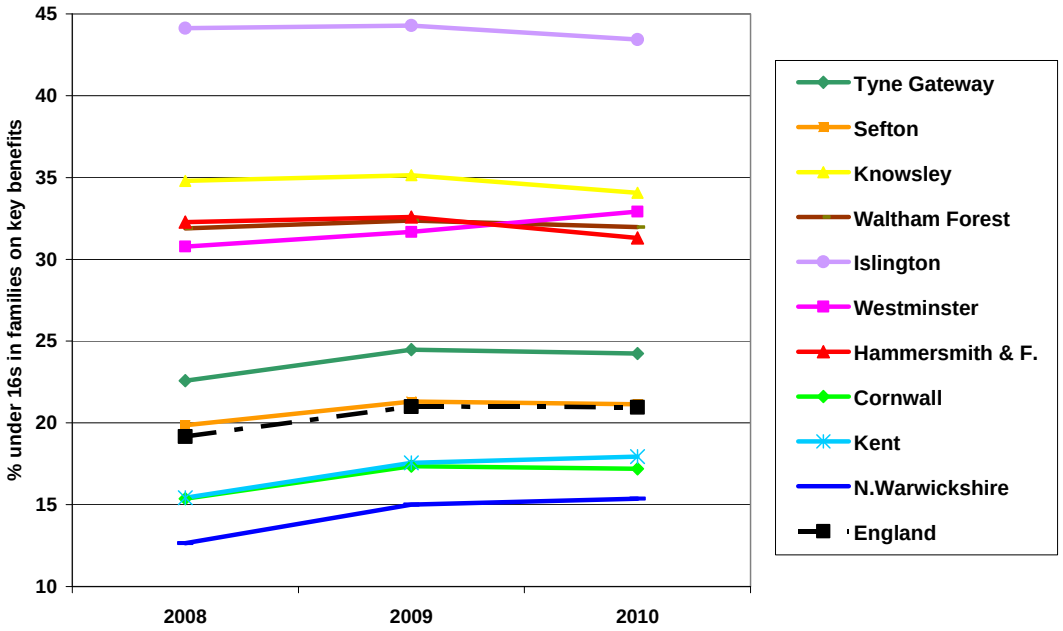
2.3.2.1 Children in families receiving key benefits

Figure 2.1 shows the change in the proportion of families with children aged below 16 in receipt of key benefits in each of the ten LAIP areas between 2008 and 2010. The table suggests a degree of convergence between the areas, with more rapid growth in those where the share of children in families receiving benefits were initially lower.

[59] In contrast to the Index of Multiple Deprivation (IMD) covering a range of issues which are relevant to the whole population, the related Income Deprivation Affecting Children Index (IDACI) only has a focus on children but also disregards aspects of deprivation beyond those of poverty. There is a general tendency for more poverty-specific measures to emphasise the problems of London areas and down-play those of more peripheral areas (with one key factor being the higher cost of living in London). This is why all the IDACI 2007 values are higher than the respective IMD 2007 values for the London pilot areas, as well as for the adjacent Kent pilot area to a lesser extent. In complete contrast, all the other pilot areas – neither in nor near London – have lower values on the IDACI 2007 than on the IMD 2007 which measures more aspects of deprivation.

[60] NI 116 is from the national indicator data set, which ceased in March 2011. However CPU will continue to publish this data under the name of 'revised local child poverty measure'. The revised measure (formerly NI 116) is defined as the proportion of children living in families in receipt of out-of-work (means-tested) benefits or in receipt of tax credits where their reported income is less than 60% of the median income before housing costs. The data is available on an annual basis, and at local authority level and below e.g. ward, LSOA and parliamentary constituency level.

Figure 2.1 Children in families on key benefits 2008 to 2010 (% of all under 16's)

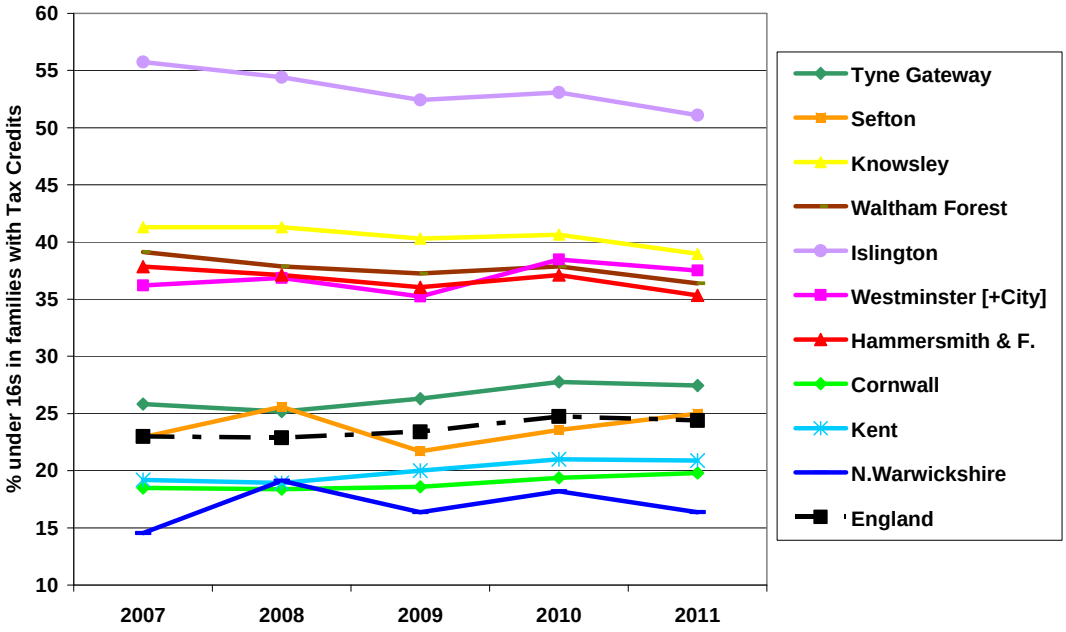


Source: *www.research.dwp.gov.uk/asd/asd1/ben_hholds/index.php?page=child_ben_hholds*

Many of the pilot areas saw increases that were less rapid than the national average, partly resulting from the recession having less impact on London. Between 2009 and 2010 there were few dramatic changes in the NI 116 measure. However, a notable increase in Westminster saw it deviate from the overall pattern of the strongest increases being seen in the three non-metropolitan pilot areas (Cornwall, Kent and NorthWarwickshire).

Figure 2.2 presents a related analysis which shows the numbers of children in families receiving Child or Working Tax Credit due to being out-of-work, between 2007 and 2011.

Figure 2.2 Children in families with Tax Credits 2007 to 2011 (% of all under 16s)



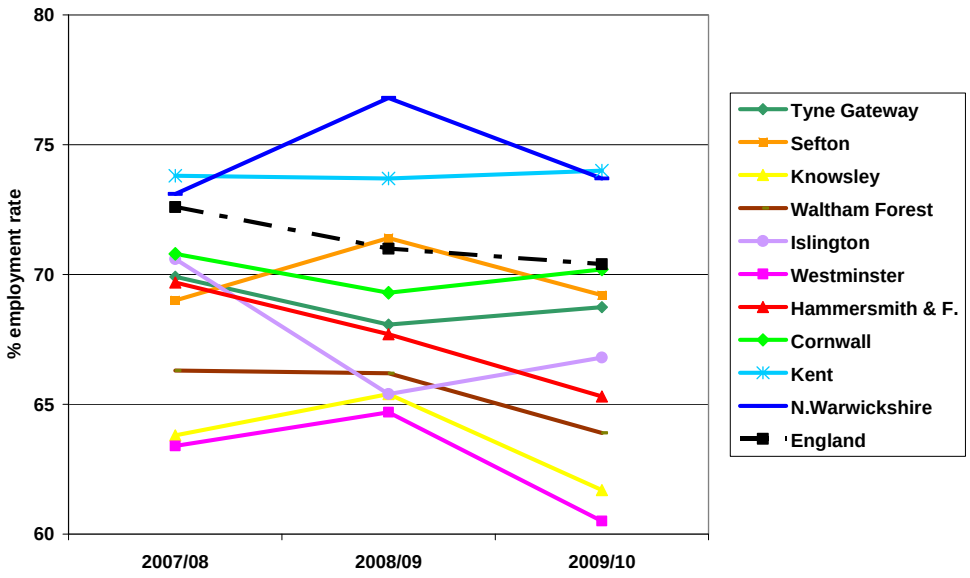
Source: *www.hmrc.gov.uk/stats/personal-tax-credits/cwtc-geog-stats.htm*

Comparing Figures 2.1 and 2.2 suggests that the Tax Credit measure echoes the benefits data but with a time lag. Figure 2.2 shows the impact of the recession on Tax Credit in 2009-10, compared to impacting on the wider benefits data in 2008-09.

2.3.2.2 *Employment rates*

Work is key to a route out of poverty. Clearly any change that reduces the availability of employment opportunities or increases competition for those that are available was likely to make the task of the pilots more difficult. Figure 2.3 below shows the change in employment rates for working age adults between 2007/8 and 2009/10 for each of the pilot areas. Although the proportion of parents who are without work in an area can be very different to the proportion of children in workless households (due to different family sizes), robust local data is not available on the economic activity of parents of children aged under 16 years.

Figure 2.3 Employment rates by pilot area (2007/08 to 2009/10)



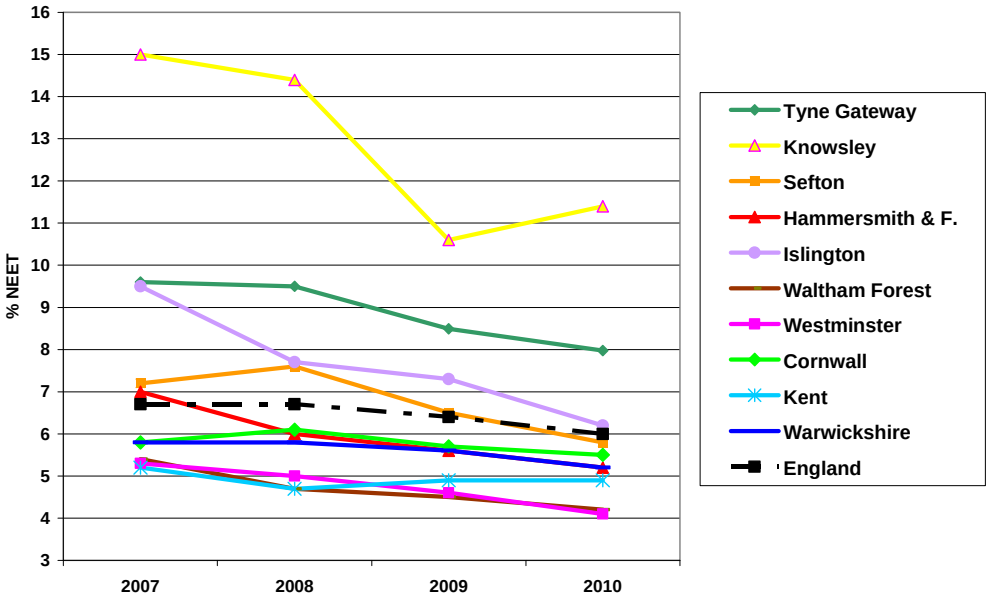
Source: www.nomisweb.co.uk/articles/530.pdf

As the figure shows, the geographical patterns in the trends illustrated are quite complex:

- There is no real evidence of convergence between the pilot values on this measure. The changes over the last year shown (2008/09–2009/10) suggest a widening gulf between the areas with low and declining employment rates. The values for those areas nearer the national average appear to be sustained despite the recession.
- Westminster is followed by Knowsley in having the lowest employment rate. This suggests that these pilots face the greatest need to address child poverty through increasing parental employment (although they face very different challenges in doing so).

Finally, Figure 2.4 below shows the change in the proportion of 16 and 17 year olds 'Not in Education, Employment or Training' (NEET) between 2007 and 2010.

Figure 2.4 The proportion of 16 and 17 year olds NEET (2007 to 2010)



Source: www.education.gov.uk/16to19/participation/neet/a0064101/16-to-18-year-olds-not-in-education-employment-or-training-neet

The figure reveals that there has been a steady decline in NEET rates over recent years. If the recession is to reverse this trend as might be expected, it had not done so by 2010 (the latest year for which data is available). Within that overall pattern, it is worth noting that:

- Knowsley has by far the highest NEET rate of all the pilot areas, although there is a 'northern focus' as Tyne Gateway and Sefton also the hardest hit areas.
- Westminster has an exceptionally low level and there has also been a marked decline in Islington, especially in comparison to the values seen on the other measures reported above.
- There may be some evidence of some convergence in values, but principally the data indicates a general decline that is broadly proportional to the initial value of most areas.

2.4 Summary

This section has presented an outline of the policy context that has emerged since the third report from the evaluation of the LAIP programme. At the centre of this context is the Child Poverty Strategy '*A New Approach*' and the three principles that underpin it. The 'new approach' to child poverty is closely aligned with a broader concern to promote social mobility, which is promoted by its own and complementary strategy. The third key element is the welfare reform programme and the introduction of the Universal Credit to incentivise and reward employment alongside the new Work Programme that provides new work-focused support.

Child poverty has a damaging impact upon children and their families, in the immediate and longer-term. Certain groups face particular risks and there is also a geographical dimension to the problem. There is a growing body of evidence about effective approaches for tackling child poverty, to which the national evaluation of LAIP contributes. The themes that emerged during the formative stages of the evaluation are revisited in this report in reviewing the learning from each of the ten pilots.

The socio-economic analyses presented have shown that the levels of child poverty indicated by the datasets available when pilot activity was being planned were a fair estimate of the situation at the start of the pilot.

During the pilot period, the evidence suggests that:

- The recession raised child poverty rates;

- Rises in key measures were less marked where rates were high initially;
- Differences between areas in NEET rates changed little as all the rates fell; and,
- Differences in employment rates in the pilot areas tended to widen in the recession.

In the conclusion the learning for the themes of the Child Poverty Strategy 2011 are explored, as well as some broader learning for policy in the current context.

3 The Ten Local Authority Child Poverty Innovation Pilot Programmes

In this section a summary of the ten LAIP programmes is provided, illustrating key features and achievements of each and their breadth and diversity.

The national evaluation used a programme theory approach to each of the local evaluations that form the evidence base for this report. This approach involves establishing:

- The **context** for the programme – what are the circumstances in which it operates?
- The **inputs** into the programme – what are the money and in-kind resources allocated to the programme?
- The **target group(s)** for the programme – what are their characteristics and how are they targeted?
- The **activities** of the programme – that are used to engage the target group and that form the basis of the programme interventions.
- The **rationale** for the programme – why were these activities put in place?
- The **outputs** of the programme – that are delivered by the programme activities (against targets).
- The **medium term outcomes** of the programme – in the LAIP models presented here, these relate to the achievements by the end of the pilot in March 2011 and are organised under the five overarching outcomes identified for the national evaluation:
  - Parental Employment;
  - Parental Employability and Wellbeing;
  - Alleviating the Impacts of Poverty;
  - Addressing Barriers; and,
  - Increasing Capacity to Address Child Poverty.
- The **long term outcomes** of the programme – that are expected to be achieved and which may be broad and ambitious.

For each pilot this section presents:

- A summary of the pilot's aim, key features and achievements as well as key findings from an analysis of pilot costs;[61]
- A logic model to present a summary of the pilot programme theory; and,
- A map showing the spatial location of beneficiaries across the local authority and the levels of child poverty in the authority's LSOAs.[62]

[61] Please see Annex for a discussion of the limitations of this analysis, the caution that must be taken in interpreting the results and the detail of how the analysis was undertaken for each pilot.

[62] Lower Super Output Areas (LSOAs) are small geographical areas identified by the Office of National Statistics (ONS), with a population of c.1500 people.

Cornwall LAIP Summary

Aim & Key Features

The Cornwall pilot built upon work in the county to address child poverty, within a framework provided by the Cornwall Works Welfare to Work Strategy and using existing partnerships and multi-agency children and families' service teams to deliver three strands of activity:

- An **'Enabling Fund'** - a flexible resource to help families in/at risk of poverty to improve outcomes, address crises and support progression towards employment outcomes. The fund was promoted through a variety of routes, with referrals being made by professionals on an informed basis.
- A **Workforce Development programme** – which sought to raise awareness of child poverty, and the resources in place across the county to help address it. The training materials were delivered mainly in half or full-day sessions, but also as short briefing sessions and presentations. The sessions were for the most part delivered away from the attendees' workplaces, and also included presentations from the core delivery team and partner organisations.
- A **Housing Pathway** strand - that aimed to exploit the opportunity for staff in social housing providers to identify families in poverty through a 'pathway' approach. Although delayed due to staff illness and internal reorganisation, a revised programme was delivered between September 2010 and March 2011. This included training for frontline staff, the re-design of sign-up materials and starter packs, and the recruitment of an Income and Money Management Advisor.
- The Cornwall pilot had a clear and comprehensive governance structure in place, involving a range of partners with a clear reporting line to the county-wide Child Poverty Steering Group, which featured representation from senior council, health authority and third sector professionals.

Key Achievements

- The Enabling Fund received referrals from a range of professionals from across the county, which helped to support long-term workless households, lone parents and those suffering ill health.
- 30% of Enabling Fund awards supported employment related outcomes and 30% supported access to additional services. Employment awards included childcare, travel/transportation and clothing costs, and awards for gap funding. Access to additional services included training to improve employability, and short break and respite care for families.
- There is strong evidence from the qualitative fieldwork that the support provided through the Enabling Fund improved families' employment, employability and wellbeing.
- Staff from over 40 public and third sector organisations attended Workforce Development sessions - with over 90% reporting raised awareness of child poverty and the resources to address it, and over half (54%) of respondents to a follow-up survey reporting an impact on their practice (with 43% expecting an impact on their practice in future).
- The new 'starter packs' provided more detailed and comprehensive information to tenants on financial support and progression opportunities. The demand for debt related support led to the creation of the new Income and Money Management Adviser post within the housing provider.
- Although CPU funding ended in March 2011, activity under all three strands of pilot activity are being continued for at least another 12 months up to March 2012.

Costs Analysis

In addition to CPU funding of £455,000, £45,000 was contributed by other partners. In-kind costs are calculated at £136,430, mainly management time and time to attend the sessions.[63] The average Enabling Fund reward was £269, with a total cost per £1 of £2.55. The total cost per hour of Workforce Development was £64.85. The lack of quantitative data for the Housing Pathway means an analysis of costs per outputs isn't possible.

[63] Comprising a share of programme management costs and uncosted time inputs for individuals attending the Workforce Development events (assumed to be £100 for each of the 475 attendees).

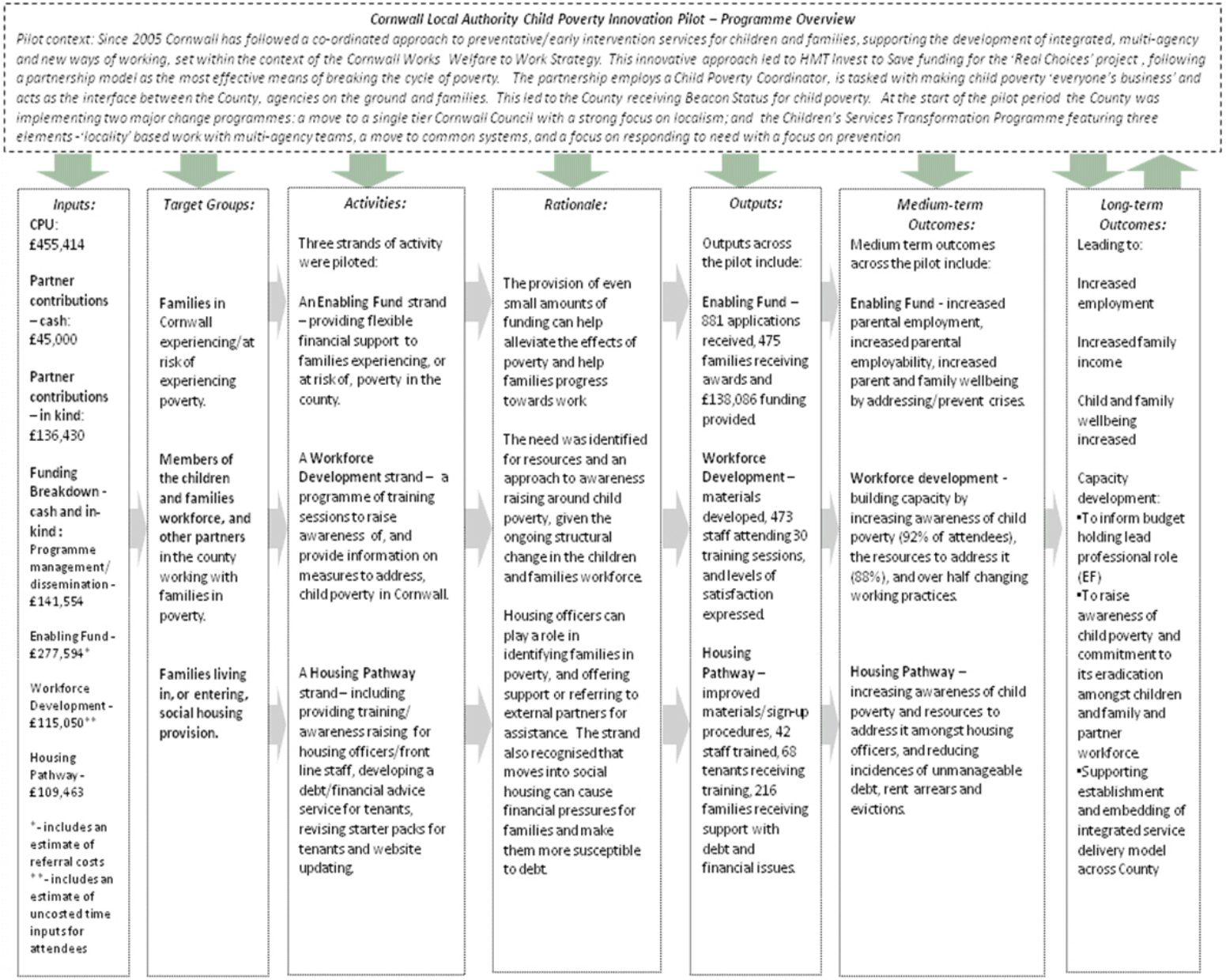

Cornwall Local Authority Child Poverty Innovation Pilot – Programme Overview
Pilot context: Since 2005 Cornwall has followed a co-ordinated approach to preventative/early intervention services for children and families, supporting the development of integrated, multi-agency and new ways of working, set within the context of the Cornwall Works Welfare to Work Strategy. This innovative approach led to HMT Invest to Save funding for the 'Real Choices' project , following a partnership model as the most effective means of breaking the cycle of poverty. The partnership employs a Child Poverty Coordinator, is tasked with making child poverty 'everyone's business' and acts as the interface between the County, agencies on the ground and families. This led to the County receiving Beacon Status for child poverty. At the start of the pilot period the County was implementing two major change programmes: a move to a single tier Cornwall Council with a strong focus on localism; and the Children's Services Transformation Programme featuring three elements - 'locality' based work with multi-agency teams, a move to common systems, and a focus on responding to need with a focus on prevention
Inputs:
CPU: £455,414
Partner contributions – cash: £45,000
Partner contributions – in kind: £136,430
Funding Breakdown - cash and in-kind: Programme management/ dissemination - £141,554
Enabling Fund - £277,594*
Workforce Development - £115,050**
Housing Pathway - £109,463
*- includes an estimate of referral costs
**- includes an estimate of uncosted time inputs for attendees
Target Groups:
Families in Cornwall experiencing/at risk of experiencing poverty.
Members of the children and families workforce, and other partners in the county working with families in poverty.
Families living in, or entering, social housing provision.
Activities:
Three strands of activity were piloted:
An Enabling Fund strand – providing flexible financial support to families experiencing, or at risk of, poverty in the county.
A Workforce Development strand – a programme of training sessions to raise awareness of, and provide information on measures to address, child poverty in Cornwall.
A Housing Pathway strand – including providing training/ awareness raising for housing officers/front line staff, developing a debt/financial advice service for tenants, revising starter packs for tenants and website updating.
Rationale:
The provision of even small amounts of funding can help alleviate the effects of poverty and help families progress towards work.
The need was identified for resources and an approach to awareness raising around child poverty, given the ongoing structural change in the children and families workforce.
Housing officers can play a role in identifying families in poverty, and offering support or referring to external partners for assistance. The strand also recognised that moves into social housing can cause financial pressures for families and make them more susceptible to debt.
Outputs:
Outputs across the pilot include:
Enabling Fund – 881 applications received, 475 families receiving awards and £138,086 funding provided.
Workforce Development – materials developed, 473 staff attending 30 training sessions, and levels of satisfaction expressed.
Housing Pathway – improved materials/sign-up procedures, 42 staff trained, 68 tenants receiving training, 216 families receiving support with debt and financial issues.
Medium-term Outcomes:
Medium term outcomes across the pilot include:
Enabling Fund - increased parental employment, increased parental employability, increased parent and family wellbeing by addressing/prevent crises.
Workforce development - building capacity by increasing awareness of child poverty (92% of attendees), the resources to address it (88%), and over half changing working practices.
Housing Pathway – increasing awareness of child poverty and resources to address it amongst housing officers, and reducing incidences of unmanageable debt, rent arrears and evictions.
Long-term Outcomes:
Leading to:
Increased employment
Increased family income
Child and family wellbeing increased
Capacity development:
•To inform budget holding lead professional role (EF)
•To raise awareness of child poverty and commitment to its eradication amongst children and family and partner workforce.
•Supporting establishment and embedding of integrated service delivery model across County

Figure 3.5 Spatial distribution of Enabling Fund applications – Cornwall West

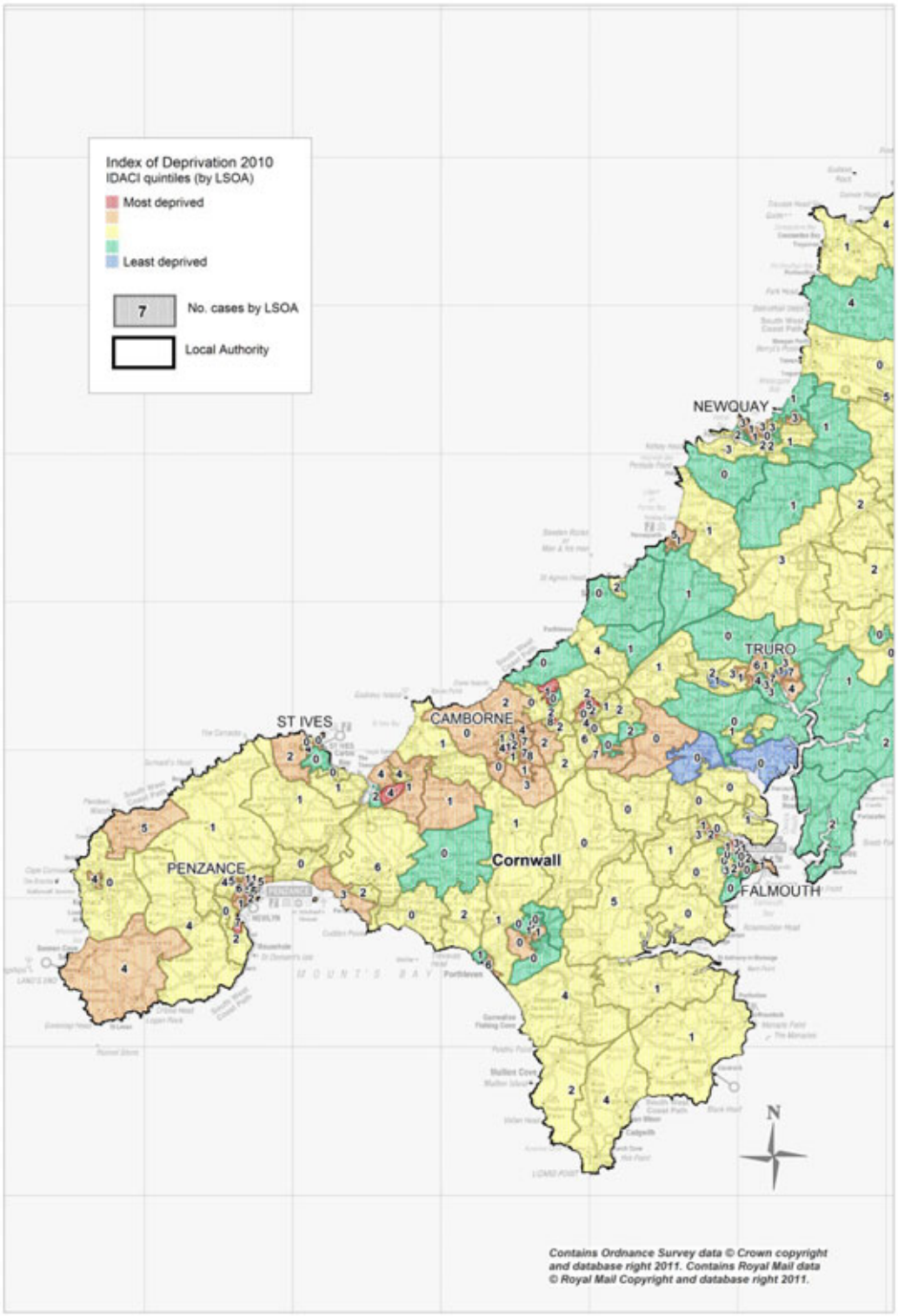
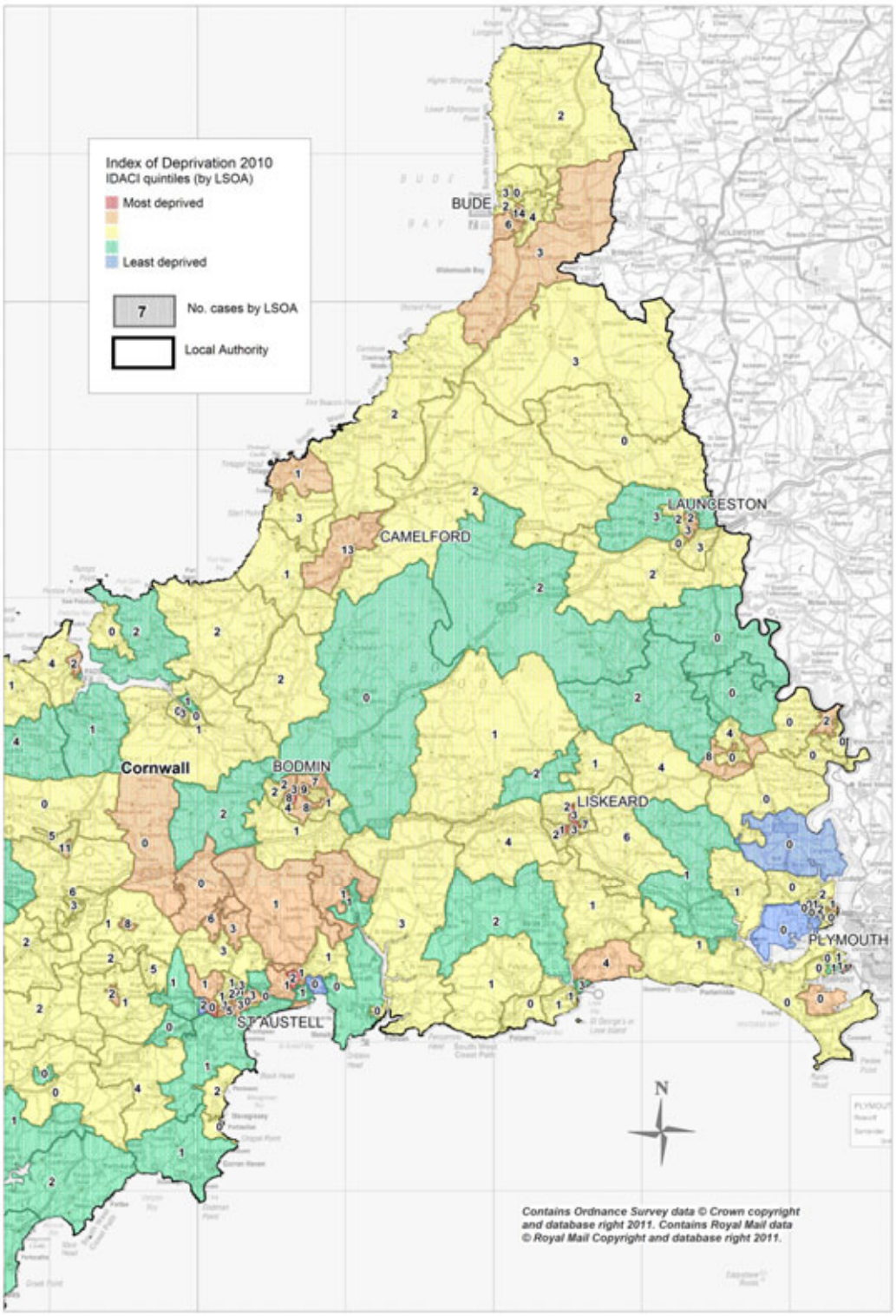


Figure 3.6 Spatial distribution of Enabling Fund applicants – Cornwall East



The spatial mapping shows that there was a spread of recipients of the Enabling Fund across the county, The analysis shows that while the average child in Cornwall lives in a neighbourhood where the level of child poverty is less than 19%, the average Enabling Fund beneficiary lives in an area where the level is 23%. This suggests that the targeting was effective.

Hammersmith and Fulham LAIP Summary

Aim & Key Features

The Hammersmith and Fulham pilot aimed to provide a keyworking model of support for families, addressing family barriers to progression towards and into employment.

The **'Family Solutions'** service was intended to bring together employment support, provided by a social enterprise established by the local authority to deliver this service, with child and family services, who led the pilot. Skilled 'Family Facilitators' were recruited and trained to provide holistic support to parents and families, and a flexible fund was created to support their work. Free childcare was a central element of pilot support, provided for training and employability activities, and for the first three months of employment. The keywork support aimed to increase parents' skills, confidence and wellbeing, and increase the uptake of family services, including support for parenting.

- Family Solutions was marketed as a self-referral service for parents. Three estates were initially targeted with promotional door-to-door leaflets, expanding to 18 estates over the pilot period as demand for the service became apparent.
- Support was not limited by time: parents could access the service when they required it, to support a personalised pathway before and after their transitions into training, children's and family services, and then into employment.
- In addition to delivering publicity and promotional materials, a temporary outreach officer was recruited to promote the service. Indirectly by working with partners and encourage them to promote the service, but also by working directly with parents in children's centres and other settings to promote self-referral. This outreach work was initially undertaken by the three Family Facilitators, but as demand for their support and thus caseloads increased their capacity to undertake this diminished.
- The model is unique as it brings together the local authority's Early Years and Childcare Services with a local social enterprise delivering employment support. Although Family Facilitators were recruited to new posts, this partnership in combination with strong pilot management arrangements enabled early progress and delivery with minimal developmental delays.
- A '**Child Passport**' model was created to allow professionals and parents to access a common record of children's development progress. The system intends to improve communication between different service providers and parents by creating an open and lasting record for a child. The voluntary online communication system allows professionals to record assessments, observations and other relevant information and for parents to see information about their child and early years settings, but also to upload reports and other information. Families with at least one unemployed parent, with at least one child under 12 years old and with an income of less than £20,000 were targeted.

Key Achievements

- 227 parents engaged (target 225) and completing a Family Action Plan, 166 (73% lone mothers).
- Target for parents supported into training far exceeded: 147 (target 80).
- Target for parents supported into work exceeded: 49 (target 35).
- 162 children from 83 families accessed childcare.
- Child Passport system piloted and final model established, with funding for roll-out being sought.

Costs Analysis

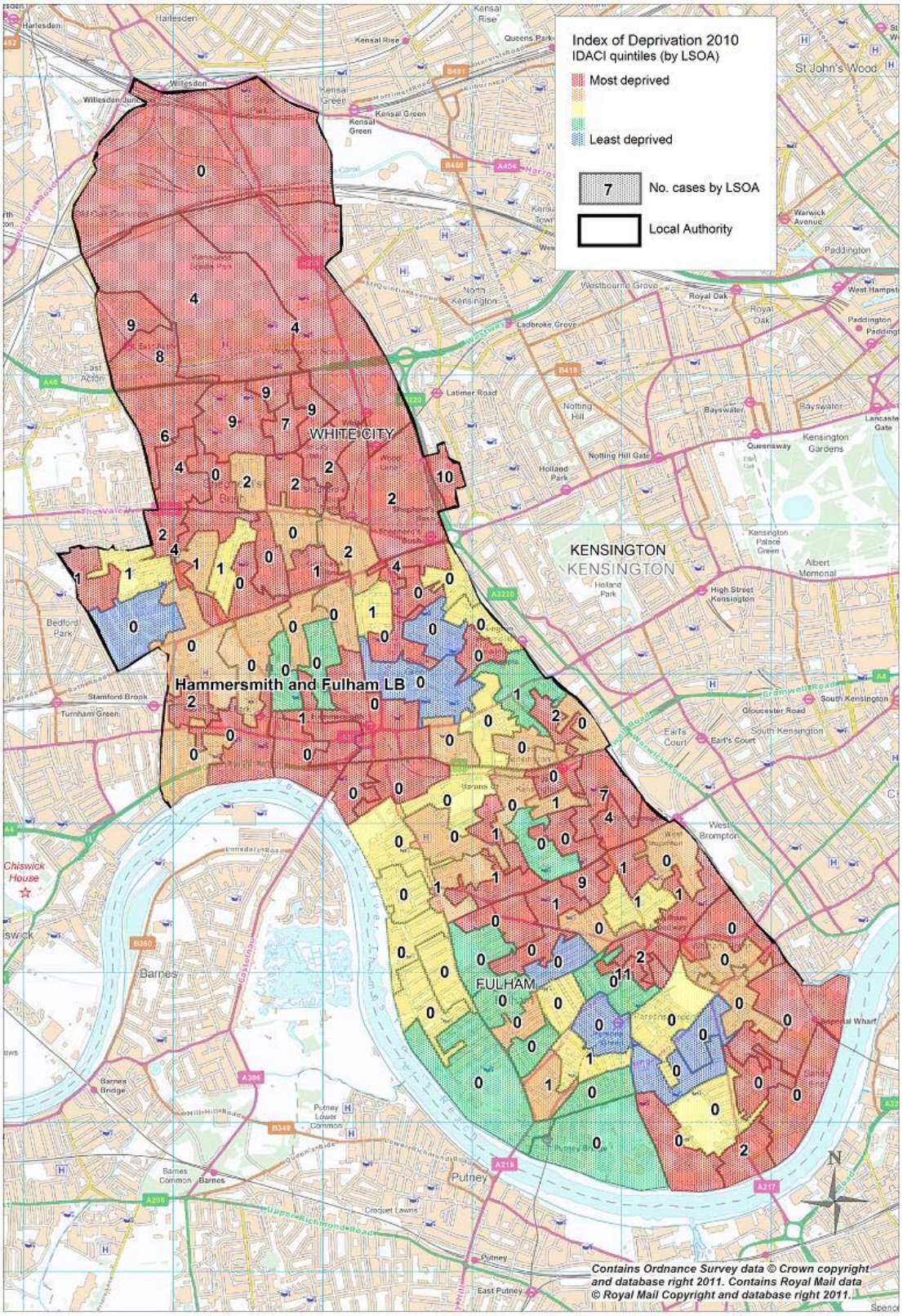
The budget for the project was £1,075,000, funded by the CPU with final expenditure of £997,000. £31,500 was allocated to the Child Passport, with in-kind contributions valued at £11,850. The remainder was spent on Family Solutions, with in-kind contributions of £26,600. The cost per beneficiary supported and receiving a Family Action Plan was £4,372. The cost per employment outcome was £20,255. The cost per beneficiary reporting increased wellbeing was £8,862.

Hammersmith & Fulham LAIP: Programme Theory Logic Model

Context: The LB of Hammersmith and Fulham is the 38th most deprived local authority in the country, and has the 10th highest level of child poverty among the 32 London boroughs. There are many 'pockets' of extreme deprivation with very high out of work benefit rates as high as 32% in particular estates, both large and small, in the borough. Poverty is entrenched in these estates. Local policy is focused on giving unemployed residents a route into work by fostering more integrated services, creating incentives to work and maximising the employment opportunities from local economic development. It was also well known that high quality, affordable childcare was a prerequisite for many benefit-dependent lone parents being able to gain and sustain employment. It was also known that local employment services needed to offer better support for parents and families in order to address the high cost of childcare as a barrier to work. Communication between parents, settings and professionals is important in the effort to improve the quality and appeal of childcare.

Inputs:	*Target Group:*	*Activities:*	*Rationale:*	*Outputs:* targets & *(achieved)*:	*Medium-term Outcomes:*	*Long-term Outcomes:*
CPU: £1.075 million, pays for: **Family Solutions Funded Posts:** •5xFamily Facilitators (4 at the start of programme) •1xService Delivery Coordinator •1xtemp Outreach worker (for 3 months) •Management Costs, marketing and overheads (Tendis and LBHF) **In-Kind Contributions** •Tendis and LBHF staff •Steering group •Children's centres •Local venues **Family Solutions Funds:** •Childcare fund administered by LBHF (c.£35K / year) •Flexible fund for beneficiary training & other support (c £35K / year) •Development costs for online management tool •Development & set up costs for **Child Passport**	**Family Solutions** aims to target those parents who are a long way from returning to employment: Lone parent & couple families with at least one child under the age of 12 years AND With a household income of £20,000 or less AND Mostly living on one of 18 target estates **Child passport** is for all parents, settings and child development professionals in H&F	**Family Solutions** works with disadvantaged families on the most deprived estates in H&F. Family Solutions is a package of tailored, open-ended support, including employability training, job search, volunteering, vocational training together with ongoing family support. Training and volunteering is underpinned by free childcare and a flexible fund. Family Solutions is supported by a free, flexible & tailored childcare offer which continues for 3 months once parents return to work A secure online record, the 'Child Passport' is set up for each child. This record is updated by parents, settings and professionals	Shows that services can be delivered on target estates and beneficiaries want to take up employability. Personalised support allows parent to make the journey to employment by selecting from a wide range of options. Removes the barriers associated with paying for childcare and training, as well as all the up front costs that go with them. Three months' childcare allows parents to make a transition to employment & get used to affordable childcare, without becoming reliant on help. Communication between parents, settings and professionals can be improved; timely and accurate sharing of information can aid with transitions in early years	225 parents recruited and develop Family Action Plan (*227*) 80 parents accessing vocational or pre-vocational training (*147 are in FE based training alone, 33 have accessed ESOL*) 50 parents undertake work trials or volunteer (*56*) 100% (*83%*) of children are accessing are accessing activities for under 12s, *162 children have benefited from brokerage* 35 parents into employment (*49*) **Local Child Poverty Strategy** (2011) *Online management tool to track progress, and Child passport database are successfully in place*	**Parents' employment increased:** 35 parents into employment (*49*) **Parents' employability & wellbeing increased:** Parents have increased skills, confidence, aspirations. **Families' wellbeing increased:** Families are accessing services that enable them to become employed **Children's wellbeing increased:** Children's development improves leading to better outcomes **Increased capacity to address child poverty:** Local services work in partnership and can deal with the needs of parents that want to return to work Local services work together for child development	•Families improve their economic wellbeing •Families improve their health and wellbeing •To improve the outcomes and close the gap between families experiencing child poverty in LA and other families •To improve outcomes for parents, by supporting them to take up a range of opportunities including affordable childcare •Services can deliver to parents on the target estates and are more responsive to parents' needs •Parents, settings and professionals use the Child Passport widely

Figure 3.7 Spatial distribution of beneficiaries



The spatial mapping indicates that the targeting or particular estates was successful, with most of the pilot beneficiaries coming from areas with the highest levels of child poverty. Whereas the average child in Hammersmith and Fulham lives in an area where the level of child poverty is close to 36%, the average beneficiary lived in an area where the level is above 55%.

Islington LAIP Summary

Aim & Key Features

The Islington pilot aimed to improve the targeting of low-income families and the support they received from local authority services, raising employment through new parent-focused support. There were three interrelated strands:

- '**Intelligence-led Strand**', adding Housing Benefit and Council Tax Benefit (HB/CTB) data held by the authority to a database being developed within children's services to identify family characteristics and their use of services, in order to identify and target low-income families.
- '**Islington Working For Parents**', to provide a new parent and family-focused employment service, building on existing local authority provision.
- '**Sustainability Strand**' to map families' pathways through local authority services and to develop action plans to: improve the delivery of services; to raise awareness and provide resources for staff; and, to promote a model of 'no wrong door' for families through a programme of workforce development.
- A Child Poverty Board established for the development and delivery of the pilot was chaired by the Chief Executive of the authority and with membership from each of the authority's directorates. Weekly pilot management meetings oversaw operational delivery.
- The Sustainability Strand ensured that sustainability was addressed from the outset of the pilot. Early in the pilot, extra capacity was created through an expanded Sustainability Team in order to ensure that the challenge of mapping family pathways for each of the authority's directorates could be met alongside an extensive programme of staff training.
- Utilising HB/CTB data led to the identification of legal limitations linked to which consent form was signed by applicants – a national DWP form meant that the data could not be used, a local Islington LA form meant that it could.
- Parent Support Officers were recruited from a range of backgrounds and worked from the authority's Children's Centres to deliver 'Islington Working for Parents' (IWP) flexible, holistic and parent-led employment support.

Key Achievements

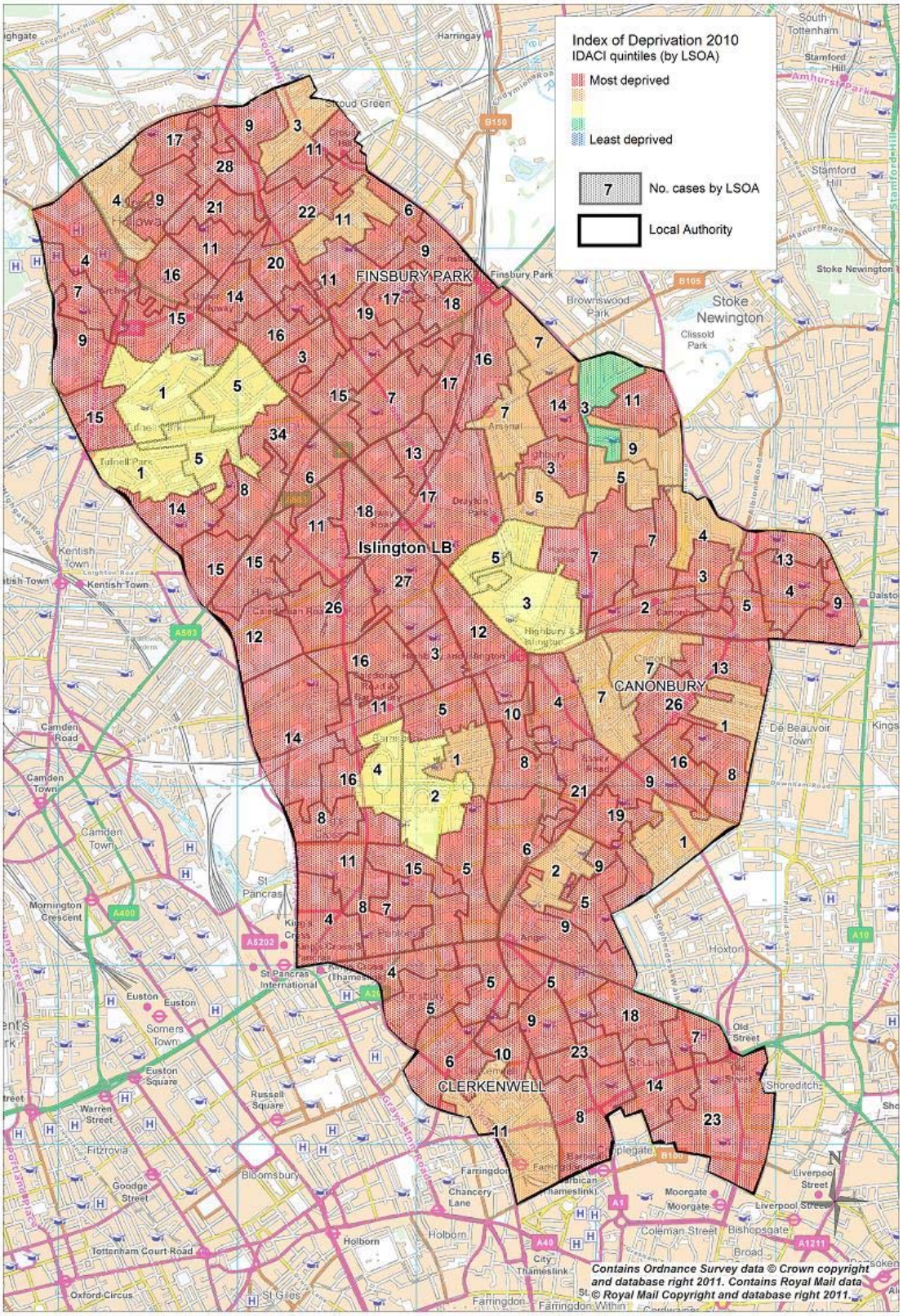
- A new borough-wide dataset created a sophisticated understanding of the location and characteristics of families. This was ambitious and technically challenging, and was recognised as nationally significant in the Frank Field 'Review on Poverty and Life Chances' (see Section 2).
- Children's Centres were provided with data about low income families in their area to support and inform their outreach activities.
- More than 650 parents received the most intensive of three levels of employment support and more than 1,000 received the first level of basic support and advice.
- The focus on sustainability has led to increased awareness of child poverty across the authority at both strategic and front-line levels. It has changed the way services are delivered, and the commitment to transform the way families in poverty are supported has been taken forward through a new *Community Budget* pilot.

Costs Analysis

In addition to CPU funding of £1,241,000 in-kind contributions are calculated at £432,737, reflecting the contributions of senior staff to programme development and management (£328,291) and the participation of large numbers of staff in workforce development. The average cost per beneficiary supported by the IWP strand was £1,001. Taking account of development costs, the average cost for placing someone unemployed in work was £19,398 and for broader employment-related outcomes (including volunteering, work placements and tasters) was £12,470. The cost per hour for workforce development was £139.


Islington Local Authority Child Poverty Innovation Pilot
Context: The Islington Strategic Partnership (ISP) has a history of addressing child poverty through strategic objectives within the Local Area Agreement. Tackling worklessness is a central strategic theme. The LAIP programme itself was seen as part of a step change towards an integrated model of service delivery for children and families and builds on previous initiatives aiming to understand and target communities. More than 4 in10 children in Islington are living in poverty, the second highest level of child poverty in England. The Pilot Board was subsumed into a broader Child Poverty Programme Board; in practice integrating Pilot activities into a wider programme of activities aimed with eradicating child poverty.
Though legal issues constrained the use of data warehouse intelligence during the pilot period, development is continuing with LBI Children's Services team intending pass 'live' data to children's centres at regular intervals moving forward. LBI has also demonstrated its ongoing commitment to the tailored and intensive form of early intervention support (as trialled through IWP) by allocating £500,000 within the baseline budget for 2011/12 to fund continued implementation and development. Moving forward, intelligence generated through all three strands will inform service redesign as part of the forthcoming Community Budget pilot programme to develop more integrated forms of support for families with complex needs.
Inputs:
CPU allocation: £1,343,348 Includes funding for fifteen posts:
• 1 x CPIP Project Manager;
• 1 x Project Sustainability Officer;
• 2 x Workforce Dvlt Officers;
• 1 x IWP Manager;
• 2 x IWP supervisors; and,
• 8 x Parent Officers
In kind funding: £433,000
• Salary costs for additional staff contributing to delivery of the pilot;
• Venue costs; and,
• Time for trainees attending training
Target Group:
Parents:
• Resident in Islington
• Couples with children under 5 yrs, or lone parents with children under 7 yrs
• With a household income of less than60% threshold - whether in or out of work
Services:
• Core services within LBI that engage with parents/ families: Inc Maximisation, FIS, Benefits Joint Visiting Team, ACL, IW and IWP (also children's centres)
• Wider services including VCOs working with parents/ families across Islington
Activities:
Intelligence-led strand: development of a single enhanced dataset that combines a range of family and employment services data with Housing Benefit and Council Tax data.
IWP strand: a team of 8 Parent Officers engaging parents to offer tailored support based on an assessment of need - three levels of support available:
• Level 1: information, advice or guidance.
• Level 2: referral to another service.
• Level 3: tailored & intensive employability support offered by a Parent Officer - includes Workstar and action planning.
Referrals in from - and out to - a range of partner agencies. Embedded within children's centres and linked to Parent Champions initiative.
Sustainability strand: business process mapping and reengineering across core services within LBI, includes mapping customer journeys and providing training to key staff within and beyond LBI to develop new referral pathways.
Rationale:
Intelligence led targeting will act as a resource in mapping child poverty and targeting interventions; this will mean engagement of new families that otherwise would not access services.
Providing intensive casework support to these families through IWP will help develop their employability skills, bring them closer to the labour market ands thus contribute to reducing levels of child poverty.
Strategic leadership, workforce development and the integration of CP objectives across all key service delivery plans will: achieve a cultural shift in working practices; help encourage partnership working; and encourage staff to 'think family'. This will contribute to increased volume/ quality of support to disadvantaged families and ensure sustainability of the programme.
Outputs (achieved)
Intelligence-led strand:
• The single database has been compiled - but legal issues have limited use during the pilot period
• One batch of data received in Apr 2010; used by some CCs to inform outreach
IWP strand:
• 800 parents receiving Level 3 support (656)
• 1,100 parents receiving Level 2 support (787)
• 2,300 parents receiving Level 1 support (1,199)
• 203 follow-up Workstars completed
• 152 L3 cases closed - agreed work with client completed
Sustainability strand:
• New CP Programme Board established
• 6 plus 1 core services mapped
• 591 staff trained
• CP included as one of three cross-cutting themes within LBI's new outcomes-focused Performance Framework
Medium-term Outcomes:
Parental employment increased
• 45 parents into work from unemployment (29 from Level 3)
• 24 parents into work experience placements (21 from Level 3)
• 1 parent into a second job (from Level 3)
Parents employability & wellbeing increased
• Parents able to overcome challenges
• Parents have enhanced job search, basic and job specific skills
Families wellbeing increased
• Parents more motivated / have raised aspirations
• 268 parents referred for benefits advice
• 106 parents referred for childcare advice
Children's wellbeing increased
• Parents are less stressed
• Home environment is more stable
• Parents able to afford 'the basics' (school trips etc)
Increased capacity to address child poverty
• New referral pathways established; half of all L3 referrals to IWP are from Children's Centres / IW
Long-term Outcomes:
Increased number of parents in sustained employment
Increased family income including increased take up of benefit entitlements
Increased family well-being
Reduced child poverty
New partnerships for addressing child poverty within and beyond LBI e.g. pooled budgets and joint commissioning

Figure 3.8 Spatial distribution of beneficiaries



The mapping shows the high levels of poverty across the authority. Nonetheless, whereas the average child in Islington lives in an area where the level of child poverty is 49%, the average beneficiary came from an area where the level is 54%.

Kent LAIP Summary

Aim & Key Features

The Kent pilot was an ambitious project to to build resilience and capacity within children, young people and their families through locality-led programmes of support for families in poverty in each of the four target areas. Building on the work of the Social Innovation Lab Kent (SILK) the pilot also aimed to support the co-production of new provision. The pilot aimed: to explore locality development and delivery; to develop the capacity of the workforce to support families and to involve them in decision making; and, to address material and non-material hardship.

- Four cross-cutting strands were established to achieve the pilot's aims: to increase the capacity of staff working with families, to identify and address child poverty; to develop new programmes to provide non-material as well material support to families; to promote family learning; and, to adapt the PSHE (physical, social, health and economic education) curriculum in schools.
- A programme team supported the development of projects across the four target areas, and some which were specific to each of them which were developed by local teams in the Local Children's Service Partnerships to reflect local needs.
- A flexible 'Hardship Fund' was created as a resource for professionals working with families to enable them to address the impacts of poverty and deprivation.
- Testing a mix of: new approaches, such as to attract families to family learning (Adult Education Service), using family group conferences with families without a child at risk (FGC), and support volunteers to establish a community enterprise (Maidstone Bulk Buying); and, testing approaches used elsewhere, such as to support ex-offenders families (Thanet Cafe project), engage teenage parents (Pinnacle), and raise the career ambitions of Year 5 and 6 pupils (Professor Fluffy).

Key Achievements

- Almost 60 families participated in the new Family Group Conferencing (FGC) model developed, with over 40 identifying action plans to address financial hardship, family relationships, health, housing, education and broader service access by the end of March 2011.
- 357 awards were made to families from the Hardship Fund, successfully targeting the most deprived areas in the four target areas.
- Family Learning events involved over 500 families, with greater engagement of parents in learning and play at home and raised awareness of broader learning activities and opportunities reported.
- New PSHE teaching materials addressing financial capability and life skills were developed and are now in place in some schools in each of the target areas (four secondary and two primary). There is evidence that the new materials increase children's understanding and improve their management of money, and that a scheme for secondary school pupils to mentor primary school pupils using the materials, brings a range of benefits for both groups.
- A wide range of local projects (over 20) including: people carrier transport for children's centres serving rural areas; support in school for newly arrived children and young people; and, a community-led bulk-buying project.
- 318 staff attended workforce development activities and events. In addition to the continuation of various projects and a legacy of materials, facilities and training, Kent's Community Budget Pilot is being informed by the learning from LAIP.

Costs Analysis

The budget was £1.4million, with expenditure of £1.375m. Partners also contributed a total of £82,877 while in-kind contributions to the programme are estimated at £225,407 bringing total spend to £1,683,000. This wide ranging programme included a significant period of development, estimated to have been £122,848 of total expenditure with an additional programme management cost of £79,431. The range of costs for outputs are too extensive to list here, but include: £184 per individual trained; £3,628 per FGC completed, and £931 per child benefiting from Better Reading Partnership (see 4.4).

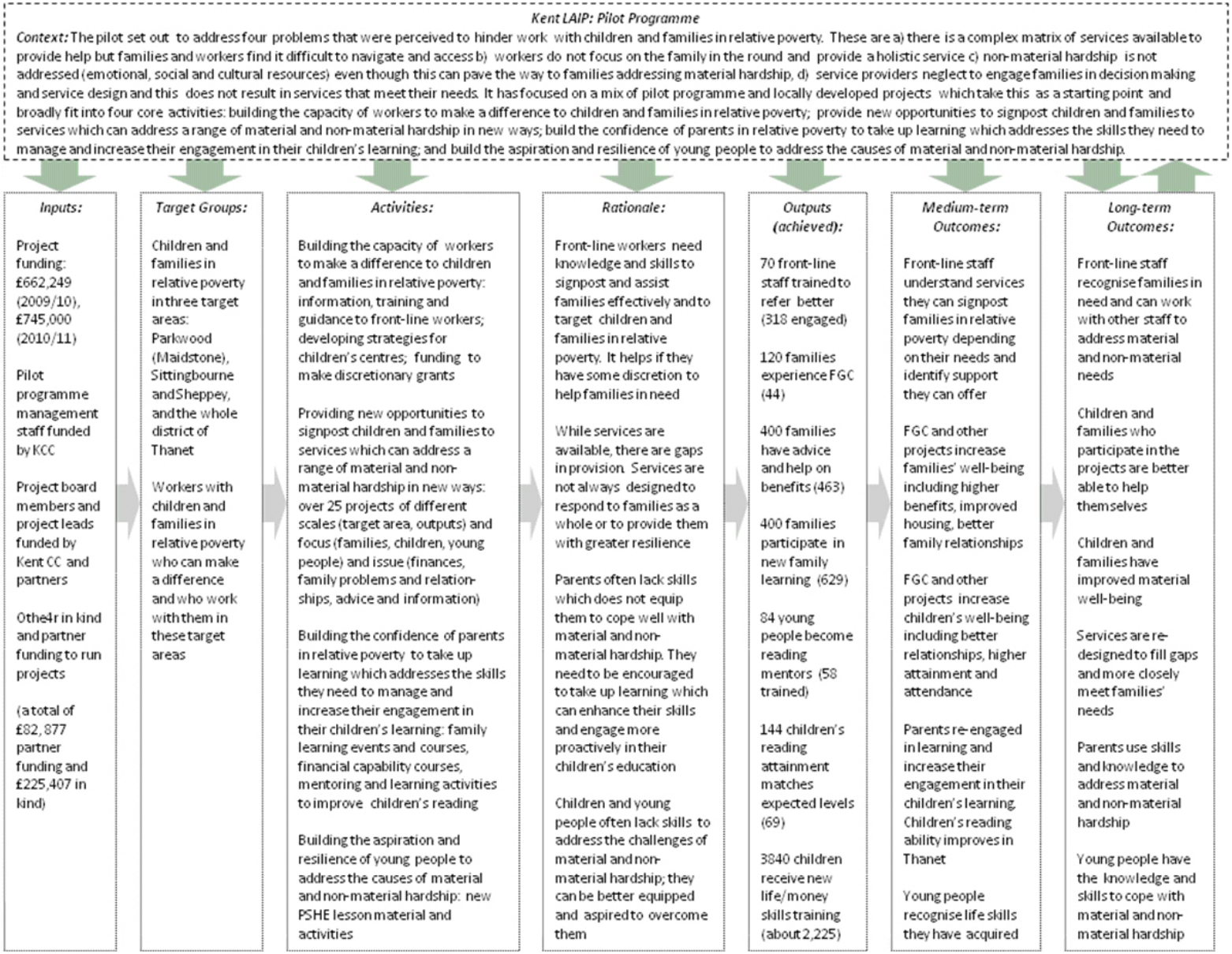
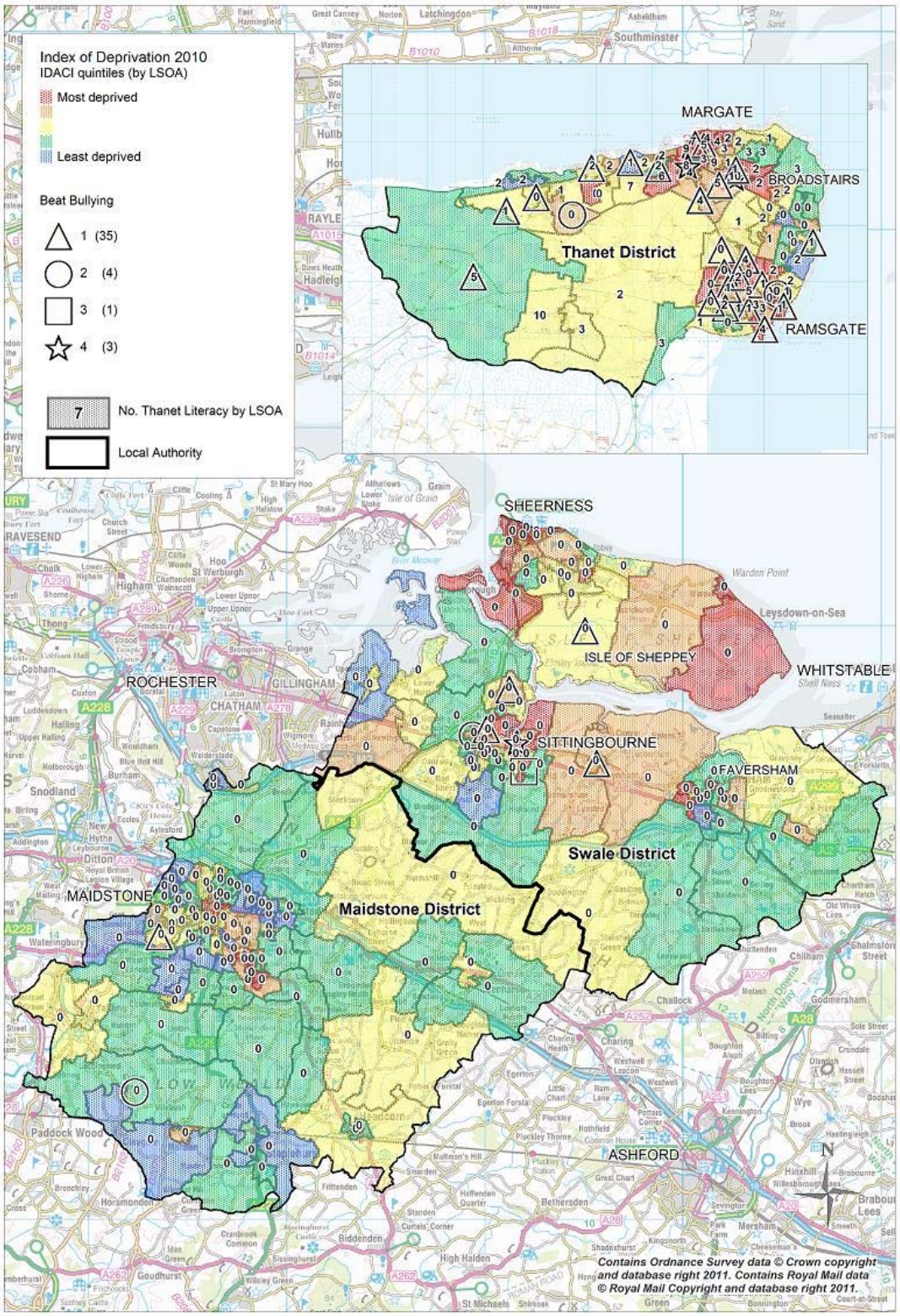
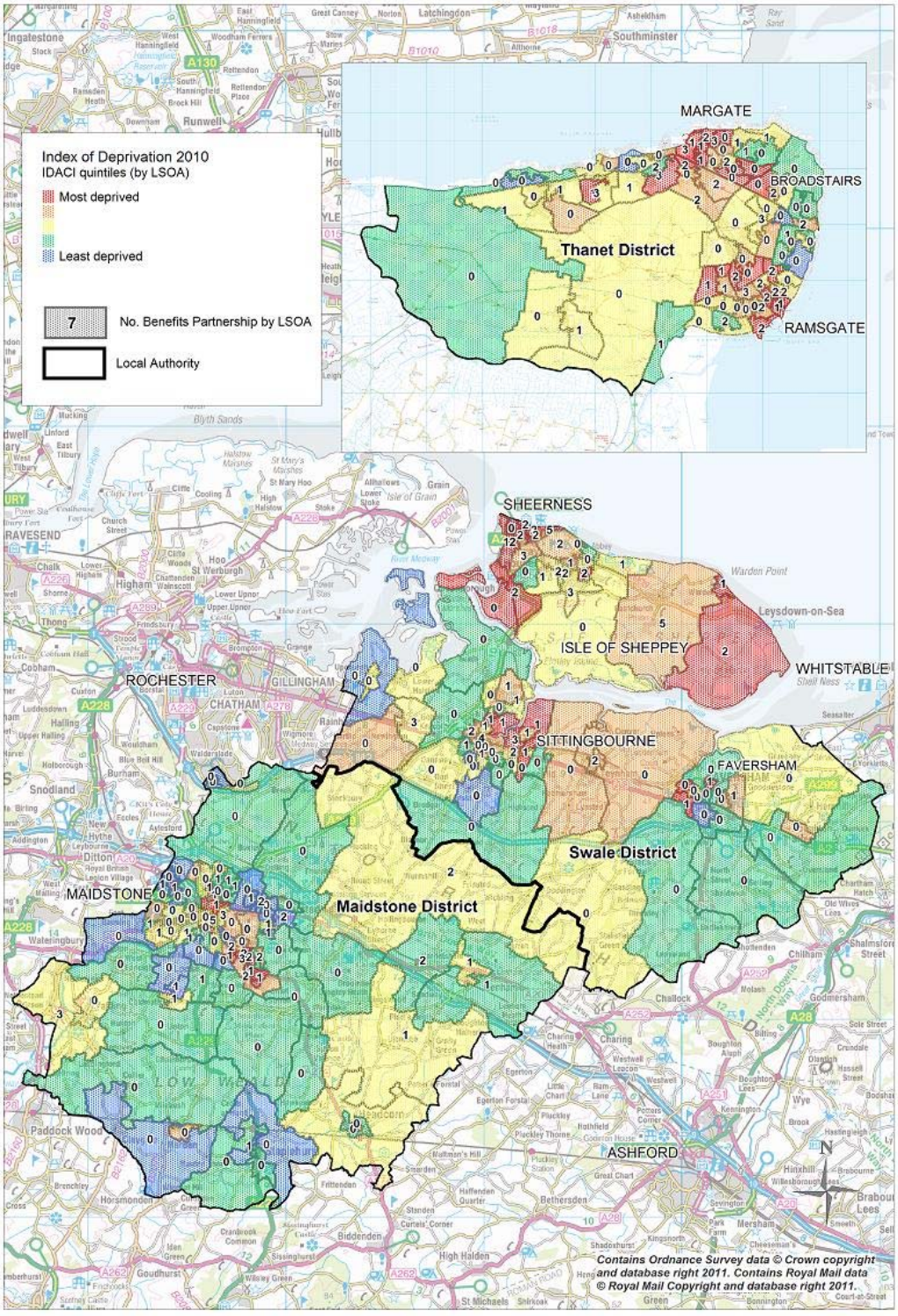

Kent LAIP: Pilot Programme
Context: The pilot set out to address four problems that were perceived to hinder work with children and families in relative poverty. These are a) there is a complex matrix of services available to provide help but families and workers find it difficult to navigate and access b) workers do not focus on the family in the round and provide a holistic service c) non-material hardship is not addressed (emotional, social and cultural resources) even though this can pave the way to families addressing material hardship, d) service providers neglect to engage families in decision making and service design and this does not result in services that meet their needs. It has focused on a mix of pilot programme and locally developed projects which take this as a starting point and broadly fit into four core activities: building the capacity of workers to make a difference to children and families in relative poverty; provide new opportunities to signpost children and families to services which can address a range of material and non-material hardship in new ways; build the confidence of parents in relative poverty to take up learning which addresses the skills they need to manage and increase their engagement in their children's learning; and build the aspiration and resilience of young people to address the causes of material and non-material hardship.
Inputs:
Project funding: £662,249 (2009/10), £745,000 (2010/11)
Pilot programme management staff funded by KCC
Project board members and project leads funded by Kent CC and partners
Othe4r in kind and partner funding to run projects
(a total of £82,877 partner funding and £225,407 in kind)
Target Groups:
Children and families in relative poverty in three target areas: Parkwood (Maidstone), Sittingbourne and Sheppey, and the whole district of Thanet
Workers with children and families in relative poverty who can make a difference and who work with them in these target areas
Activities:
Building the capacity of workers to make a difference to children and families in relative poverty: information, training and guidance to front-line workers; developing strategies for children's centres; funding to make discretionary grants
Providing new opportunities to signpost children and families to services which can address a range of material and non-material hardship in new ways: over 25 projects of different scales (target area, outputs) and focus (families, children, young people) and issue (finances, family problems and relation-ships, advice and information)
Building the confidence of parents in relative poverty to take up learning which addresses the skills they need to manage and increase their engagement in their children's learning: family learning events and courses, financial capability courses, mentoring and learning activities to improve children's reading
Building the aspiration and resilience of young people to address the causes of material and non-material hardship: new PSHE lesson material and activities
Rationale:
Front-line workers need knowledge and skills to signpost and assist families effectively and to target children and families in relative poverty. It helps if they have some discretion to help families in need
While services are available, there are gaps in provision. Services are not always designed to respond to families as a whole or to provide them with greater resilience
Parents often lack skills which does not equip them to cope well with material and non-material hardship. They need to be encouraged to take up learning which can enhance their skills and engage more proactively in their children's education
Children and young people often lack skills to address the challenges of material and non-material hardship; they can be better equipped and aspired to overcome them
Outputs (achieved):
70 front-line staff trained to refer better (318 engaged)
120 families experience FGC (44)
400 families have advice and help on benefits (463)
400 families participate in new family learning (629)
84 young people become reading mentors (58 trained)
144 children's reading attainment matches expected levels (69)
3840 children receive new life/money skills training (about 2,225)
Medium-term Outcomes:
Front-line staff understand services they can signpost families in relative poverty depending on their needs and identify support they can offer
FGC and other projects increase families' well-being including higher benefits, improved housing, better family relationships
FGC and other projects increase children's well-being including better relationships, higher attainment and attendance
Parents re-engaged in learning and increase their engagement in their children's learning. Children's reading ability improves in Thanet
Young people recognise life skills they have acquired
Long-term Outcomes:
Front-line staff recognise families in need and can work with other staff to address material and non-material needs
Children and families who participate in the projects are better able to help themselves
Children and families have improved material well-being
Services are re-designed to fill gaps and more closely meet families' needs
Parents use skills and knowledge to address material and non-material hardship
Young people have the knowledge and skills to cope with material and non-material hardship

Figure 3.9 Spatial distribution of Beat Bullying and Thanet Literacy



The mapping analysis shows success in targeting. For the Beat Bullying target areas, whereas the average child lives in a neighbourhood where the level of child poverty is under 22%, beneficiary of Beat Bullying lives where it is over 31%; and, the average Thanet child lives where the child poverty rate is 27% whilst for the beneficiaries of Thanet Literacy it is just under 30%.

Figure 3.10 Spatial distribution of Hardship Fund recipients



This mapping analysis shows that whereas the average child lives in a neighbourhood (in one of three Districts) lives where the level of child poverty is under 22%, the average beneficiary of the Hardship Fund lives where the level is over 40% indicating the success of this fund in reaching the most deprived.

Knowsley LAIP Summary

Aim & Key Features

The Knowsley LAIP developed a model for recruiting, training and supporting Volunteer Family Mentors (VFMs). The pilot aimed to explore the extent to which families would engage with peer volunteer support to address barriers to service access and thus to improve their outcomes, including in relation to employment. The pilot aimed to develop a model that would be scalable and that could inform new, innovative models of provision across the authority.

- The pilot sat within a Child Poverty Programme structure, which itself was linked to an 'innovation function' for Knowsley that was committed to managing and learning from innovation. A range of different pilots were put in place in different areas of the borough, providing a focus intended to maximise learning from them.
- The pilot invested time and resources in the development of a model that provided a high degree of support and supervision for volunteer mentors. A 'core training' programme was developed with additional training provided in response to issues emerging from families supported (for instance, domestic violence awareness).
- VFMs supported up to two families a week, for up to 2 hours each. Fortnightly 'Peer Support Meetings' brought mentors together to share experiences and knowledge.
- VFMs provided empowering, parent-led support, addressing the issues that they wished to be addressed and using a tool to identify these and to record distance travelled.

Key Achievements

- The pilot exceeded target numbers for VFMs recruited and trained. At the end of March 2011, 65 had been trained and 22 were actively supporting families, with an initial target of 10. The pilot also exceeded target numbers for families engaged in support. 44 families were engaged, against a target of 40.
- The pilot found that families in receipt of targeted and high level interventions lacked broad support around this and beyond the issue or person targeted or engaged by it. This included families engaged in CAF (Common Assessment Framework) processes.
- The pilot found that volunteers can support families with quite high level needs, but well managed and resourced policies and procedures are required to ensure that this is safe and of a high quality. This is a 'low cost, but not no cost' model.
- The pilot informed two new additional pilots: testing volunteer peer mentor support to address parents' literacy; and, children's centre volunteer peer outreach workers.
- A broad range of outcomes were achieved for VFMs and for the families they supported. The pilot demonstrated that 'primary outcomes' – addressing barriers and building confidence – lead to 'secondary outcomes' – progress towards longer-term outcomes of employment, employability and wellbeing. Outcomes for VFMs were wide-ranging and transformational.
- The VFM model was mainstreamed in an amended form: VFMs were placed within children's centres, with a rolling programme of recruitment and training and a commitment to continue the high levels of support and supervision identified as critical to the success of the pilot.

Costs Analysis

In addition to CPU funding of £297,117 the pilot involved in-kind costs of £60,500. This includes valuing the time of VFMs. The overall cost of delivering the Knowsley pilot is estimated to total £395,000, comprising CPU funded expenditures (75%), other partner expenditures (5%) and in-kind costs (20%). Excluding the development costs incurred, the analysis identified the cost of recruiting, training and supporting VFMs (£2,530 per volunteer recruited) and of providing family support (£3,627 per family). The analysis also able to provide unit costs of achieving employment related outcomes for VFMs. The cost per VFM entering employment amounted to £27,408, the cost per VFM entering employment, work placement or a training job amounted to £10,278.

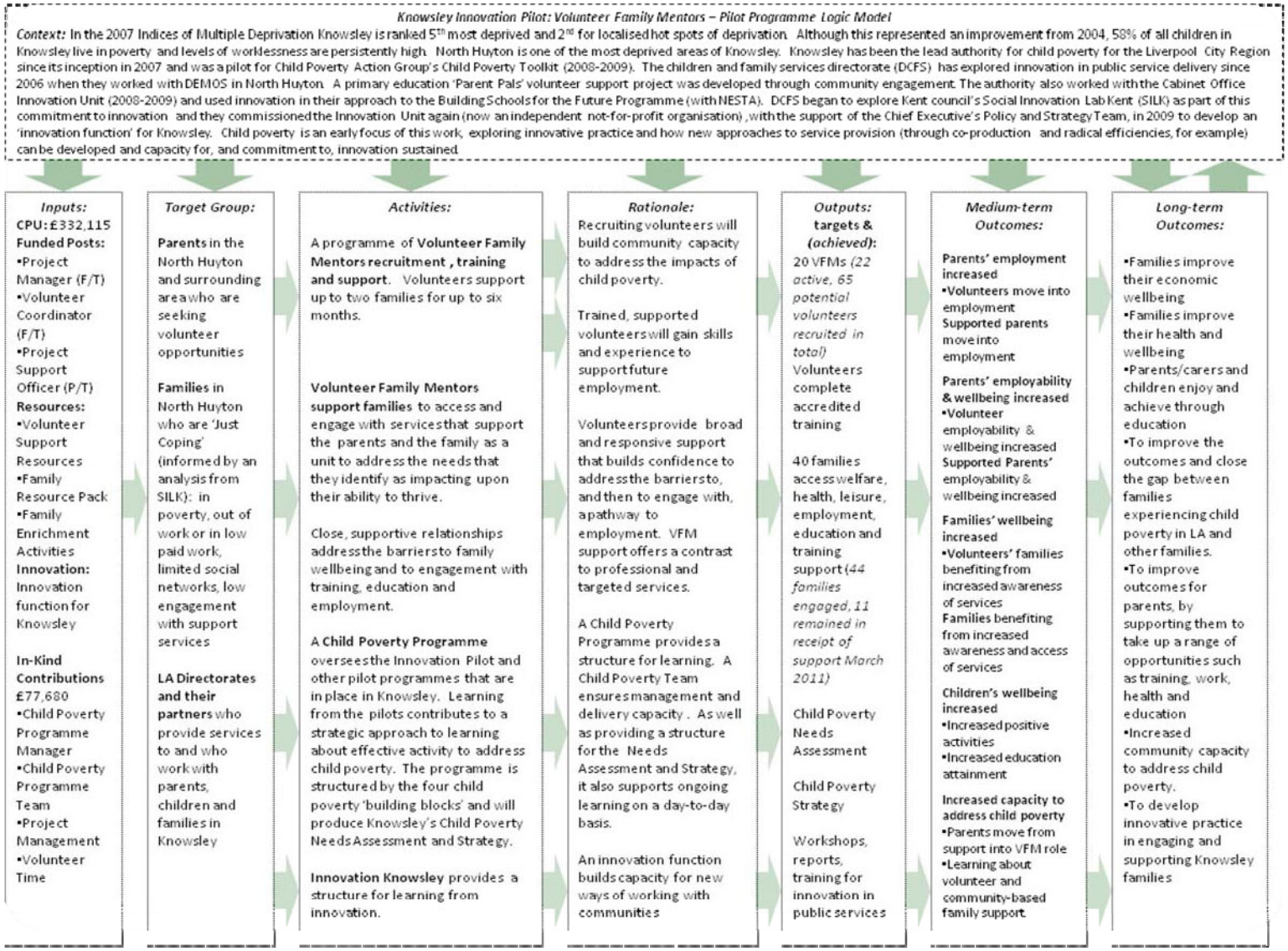
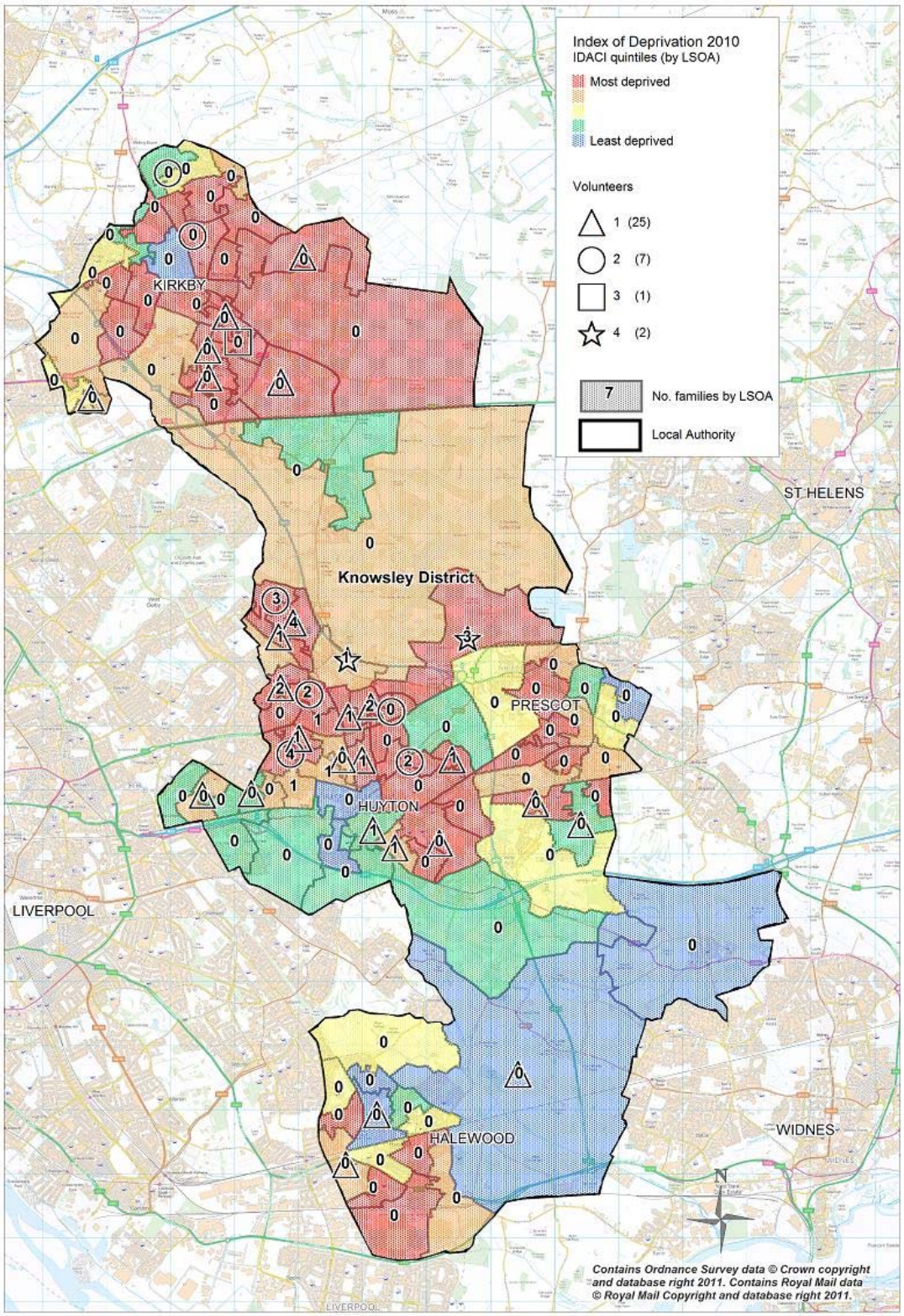

Knowsley Innovation Pilot: Volunteer Family Mentors – Pilot Programme Logic Model
Context: In the 2007 Indices of Multiple Deprivation Knowsley is ranked 5th most deprived and 2nd for localised hot spots of deprivation. Although this represented an improvement from 2004, 58% of all children in Knowsley live in poverty and levels of worklessness are persistently high. North Huyton is one of the most deprived areas of Knowsley. Knowsley has been the lead authority for child poverty for the Liverpool City Region since its inception in 2007 and was a pilot for Child Poverty Action Group's Child Poverty Toolkit (2008-2009). The children and family services directorate (DCFS) has explored innovation in public service delivery since 2006 when they worked with DEMOS in North Huyton. A primary education 'Parent Pals' volunteer support project was developed through community engagement. The authority also worked with the Cabinet Office Innovation Unit (2008-2009) and used innovation in their approach to the Building Schools for the Future Programme (with NESTA). DCFS began to explore Kent council's Social Innovation Lab Kent (SILK) as part of this commitment to innovation and they commissioned the Innovation Unit again (now an independent not-for-profit organisation), with the support of the Chief Executive's Policy and Strategy Team, in 2009 to develop an 'innovation function' for Knowsley. Child poverty is an early focus of this work, exploring innovative practice and how new approaches to service provision (through co-production and radical efficiencies, for example) can be developed and capacity for, and commitment to, innovation sustained.
Inputs:
CPU: £332,115
Funded Posts:
•Project Manager (F/T)
•Volunteer Coordinator (F/T)
•Project Support Officer (P/T)
Resources:
•Volunteer Support Resources
•Family Resource Pack
•Family Enrichment Activities
Innovation:
Innovation function for Knowsley
In-Kind Contributions
£77,680
•Child Poverty Programme Manager
•Child Poverty Programme Team
•Project Management
•Volunteer Time
Target Group:
Parents in the North Huyton and surrounding area who are seeking volunteer opportunities
Families in North Huyton who are 'Just Coping' (informed by an analysis from SILK): in poverty, out of work or in low paid work, limited social networks, low engagement with support services
LA Directorates and their partners who provide services to and who work with parents, children and families in Knowsley
Activities:
A programme of Volunteer Family Mentors recruitment, training and support. Volunteers support up to two families for up to six months.
Volunteer Family Mentors support families to access and engage with services that support the parents and the family as a unit to address the needs that they identify as impacting upon their ability to thrive.
Close, supportive relationships address the barriers to family wellbeing and to engagement with training, education and employment.
A Child Poverty Programme oversees the Innovation Pilot and other pilot programmes that are in place in Knowsley. Learning from the pilots contributes to a strategic approach to learning about effective activity to address child poverty. The programme is structured by the four child poverty 'building blocks' and will produce Knowsley's Child Poverty Needs Assessment and Strategy.
Innovation Knowsley provides a structure for learning from innovation.
Rationale:
Recruiting volunteers will build community capacity to address the impacts of child poverty.
Trained, supported volunteers will gain skills and experience to support future employment.
Volunteers provide broad and responsive support that builds confidence to address the barriers to, and then to engage with, a pathway to employment. VFM support offers a contrast to professional and targeted services.
A Child Poverty Programme provides a structure for learning. A Child Poverty Team ensures management and delivery capacity. As well as providing a structure for the Needs Assessment and Strategy, it also supports ongoing learning on a day-to-day basis.
An innovation function builds capacity for new ways of working with communities
Outputs: targets & (achieved):
20 VFMs (22 active, 65 potential volunteers recruited in total)
Volunteers complete accredited training
40 families access welfare, health, leisure, employment, education and training support (44 families engaged, 11 remained in receipt of support March 2011)
Child Poverty Needs Assessment
Child Poverty Strategy
Workshops, reports, training for innovation in public services
Medium-term Outcomes:
Parents' employment increased
•Volunteers move into employment
Supported parents move into employment
Parents' employability & wellbeing increased
•Volunteer employability & wellbeing increased
Supported Parents' employability & wellbeing increased
Families' wellbeing increased
•Volunteers' families benefiting from increased awareness of services
Families benefiting from increased awareness and access of services
Children's wellbeing increased
•Increased positive activities
•Increased education attainment
Increased capacity to address child poverty
•Parents move from support into VFM role
•Learning about volunteer and community-based family support
Long-term Outcomes:
•Families improve their economic wellbeing
•Families improve their health and wellbeing
•Parents/carers and children enjoy and achieve through education
•To improve the outcomes and close the gap between families experiencing child poverty in LA and other families.
•To improve outcomes for parents, by supporting them to take up a range of opportunities such as training, work, health and education
•Increased community capacity to address child poverty.
•To develop innovative practice in engaging and supporting Knowsley families

Figure 3.11 Spatial distribution of volunteers and supported parents



The mapping analysis indicates that the targeting of North Huyton and of volunteers from similar areas was effective. It shows that whereas the average child in Knowsley lives in a neighbourhood where the level of child poverty is around 35%: the average volunteer lives where the level is 46%; and, the average beneficiary family came from an area where it is 55%.

North Warwickshire LAIP Summary

Aim & Key Features

This pilot aimed to provide accessible and non-stigmatising financial inclusion services through: a mobile 'Branching Out Bus' – BOB – to provide information, advice and guidance (IAG) from a range of locations across this largely rural district county; a programme of school banks, led by the Credit Union but involving children and parents; and, 'financial inclusion workshops' for pupils in primary schools, with a range of activities tailored to three different age groups aiming to increase awareness of money and to promote money management skills.

- A mobile home was purchased and converted, with local children participating in a competition to design a family-friendly logo and name:
    - Citizens Advice Bureau (CAB) provided two core staff.
    - The driver was trained to provide basic IAG and thus fulfilling a dual role.
    - The Coventry and Warwickshire Cooperative Development Agency (CDA) provided a further member of core staff, who provided home visits following referral from BOB staff and delivered the schools activity.
    - A Jobcentre Plus adviser was initially included, although this was withdrawn due to the ability of the IAG and CAB staff to support initial job enquiries. Similarly, advisers from a local college initially staffed the bus but again the core staff were able to make referrals where appropriate and this was withdrawn.
    - Other staff were temporarily hosted by BOB on a less frequent basis, for example staff promoting literacy classes.
- A comprehensive mapping exercise was commissioned, identifying street level information about the location of low-income families from a range of local authority and other data (see 4.1).
- A set of 'priority zones' were identified and used to determine the location of BOB – visiting the same locations at the same times to build awareness and promote access. These locations were regularly reviewed and each quarter were changed to ensure a good geographical spread. Children's Centres and community events were also used as locations.
- 'BOB without the Bus' activity developed during the pilot as formative learning identified the need for outreach and community based services. This is the use of the BOB brand to deliver a broad range of other services and activities, such as a campaign to promote awareness of illegal money lending and CAB outreach from a community premises.
- An appointment system and home visits option were developed from an initial drop-in only basis, to provide confidentiality where necessary and to enable clients and staff to plan their meetings.

Key Achievements

- The initial pilot Steering Group was developed to a wider Financial Inclusion Partnership for the borough and thus placing the pilot within a strong strategic arrangement. The Partnership includes a wide range of local authority and partner services including third sector organisations and utility providers.
- BOB dealt with almost 1,500 queries from over 1,300 clients.
- Benefits were the main subject of queries (40%), followed by debt and budgeting (10%), housing (10%) college and education queries (5%), and savings and loans (5%).
- Schools banks are in place in 20 infant and primary schools and one secondary school. Financial inclusion workshops have been delivered in six schools.

Costs Analysis

In addition to the £300,000 funding from CPU, in-kind costs for authority staff developing and managing the pilot including attending the pilot Steering Group are calculated at £67,500. The costs per recorded output are estimated as: £9.30 per hour in which BOB was open for enquiries; £160 per enquiry received; and, £180 per beneficiary engaged.

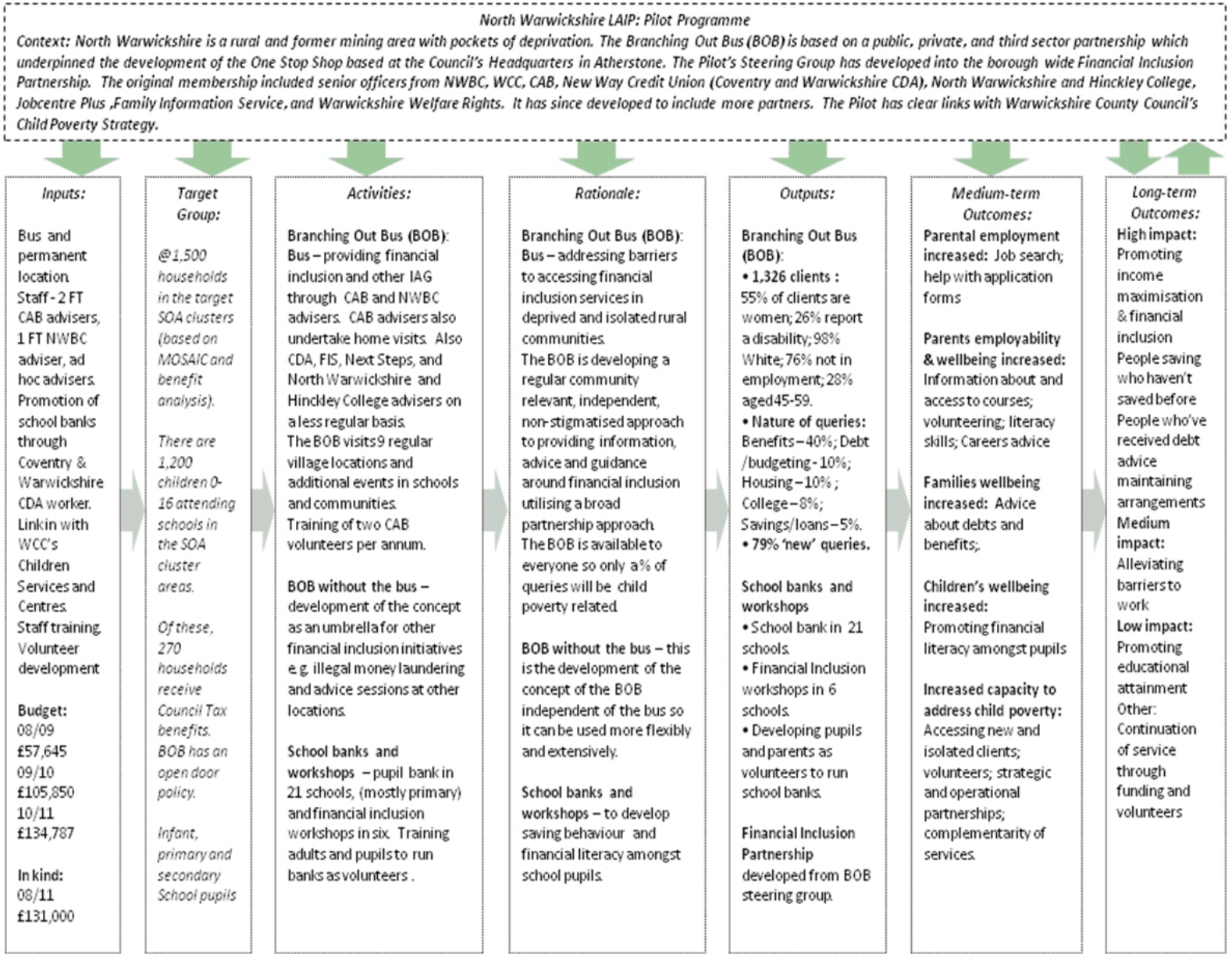
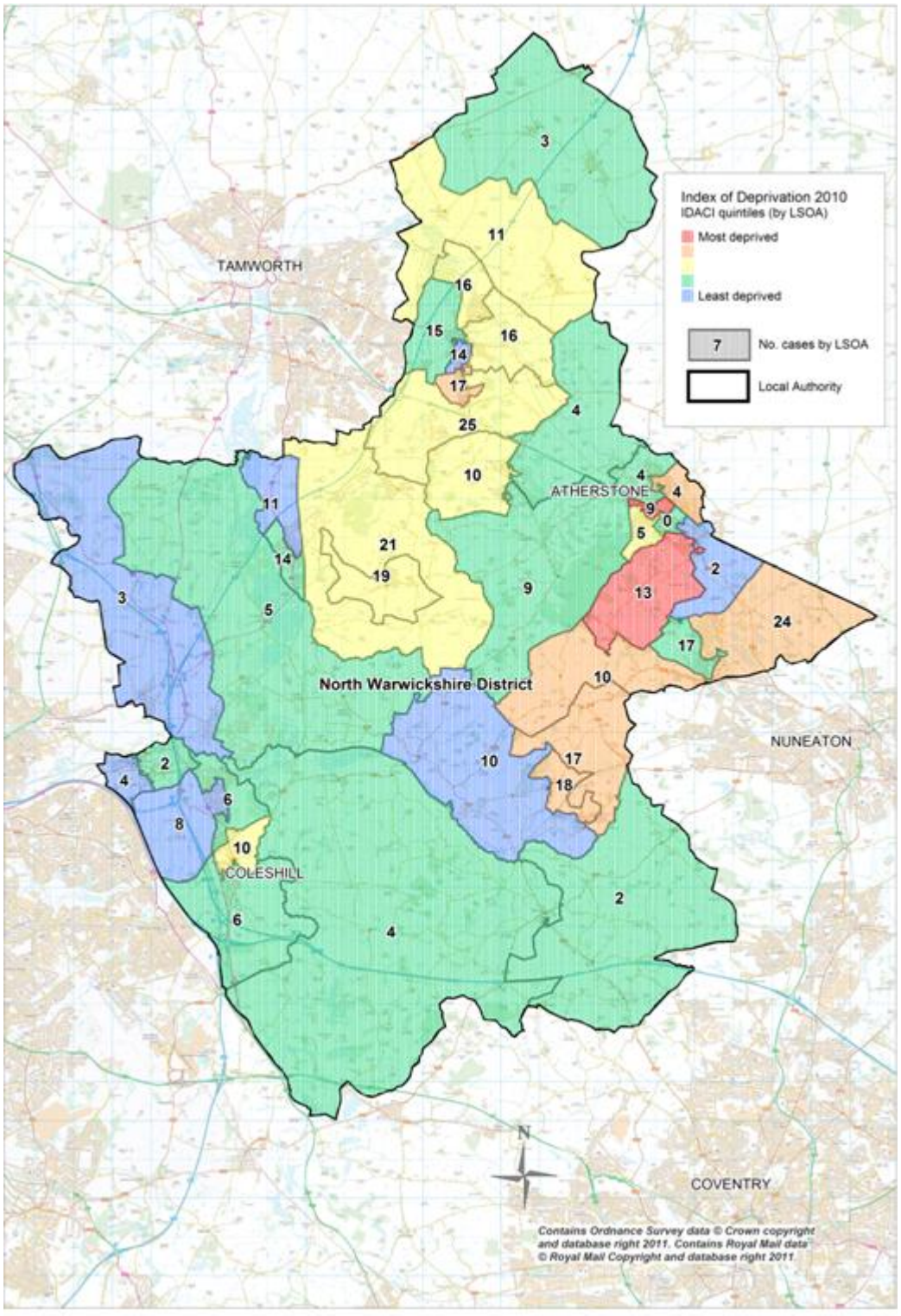

North Warwickshire LAIP: Pilot Programme
Context: North Warwickshire is a rural and former mining area with pockets of deprivation. The Branching Out Bus (BOB) is based on a public, private, and third sector partnership which underpinned the development of the One Stop Shop based at the Council's Headquarters in Atherstone. The Pilot's Steering Group has developed into the borough wide Financial Inclusion Partnership. The original membership included senior officers from NWBC, WCC, CAB, New Way Credit Union (Coventry and Warwickshire CDA), North Warwickshire and Hinckley College, Jobcentre Plus ,Family Information Service, and Warwickshire Welfare Rights. It has since developed to include more partners. The Pilot has clear links with Warwickshire County Council's Child Poverty Strategy.
Inputs:
Bus and permanent location
Staff - 2 FT CAB advisers, 1 FT NWBC adviser, ad hoc advisers.
Promotion of school banks through Coventry & Warwickshire CDA worker.
Link in with WCC's Children Services and Centres.
Staff training, Volunteer development
Budget:
08/09
£57,645
09/10
£105,850
10/11
£134,787
In kind:
08/11
£131,000
Target Group:
@1,500 households in the target SOA clusters (based on MOSAIC and benefit analysis).
There are 1,200 children 0-16 attending schools in the SOA cluster areas.
Of these, 270 households receive Council Tax benefits.
BOB has an open door policy.
Infant, primary and secondary School pupils
Activities:
Branching Out Bus (BOB): Bus – providing financial inclusion and other IAG through CAB and NWBC advisers. CAB advisers also undertake home visits. Also CDA, FIS, Next Steps, and North Warwickshire and Hinckley College advisers on a less regular basis.
The BOB visits 9 regular village locations and additional events in schools and communities.
Training of two CAB volunteers per annum.
BOB without the bus – development of the concept as an umbrella for other financial inclusion initiatives e.g. illegal money laundering and advice sessions at other locations.
School banks and workshops – pupil bank in 21 schools, (mostly primary) and financial inclusion workshops in six. Training adults and pupils to run banks as volunteers .
Rationale:
Branching Out Bus (BOB): Bus – addressing barriers to accessing financial inclusion services in deprived and isolated rural communities.
The BOB is developing a regular community relevant, independent, non-stigmatised approach to providing information, advice and guidance around financial inclusion utilising a broad partnership approach.
The BOB is available to everyone so only a% of queries will be child poverty related.
BOB without the bus – this is the development of the concept of the BOB independent of the bus so it can be used more flexibly and extensively.
School banks and workshops – to develop saving behaviour and financial literacy amongst school pupils.
Outputs:
Branching Out Bus (BOB):
• 1,326 clients :
55% of clients are women; 26% report a disability; 98% White; 76% not in employment; 28% aged 45-59.
• Nature of queries:
Benefits – 40%; Debt /budgeting - 10%; Housing – 10% ; College – 8%; Savings/loans – 5%.
• 79% 'new' queries.
School banks and workshops
• School bank in 21 schools.
• Financial Inclusion workshops in 6 schools.
• Developing pupils and parents as volunteers to run school banks.
Financial Inclusion Partnership developed from BOB steering group.
Medium-term Outcomes:
Parental employment increased: Job search; help with application forms
Parents employability & wellbeing increased: Information about and access to courses; volunteering; literacy skills; Careers advice
Families wellbeing increased: Advice about debts and benefits;.
Children's wellbeing increased: Promoting financial literacy amongst pupils
Increased capacity to address child poverty: Accessing new and isolated clients; volunteers; strategic and operational partnerships; complementarity of services.
Long-term Outcomes:
High impact: Promoting income maximisation & financial inclusion
People saving who haven't saved before
People who've received debt advice maintaining arrangements
Medium impact: Alleviating barriers to work
Low impact: Promoting educational attainment
Other: Continuation of service through funding and volunteers

Figure 3.12 Spatial distribution of postcoded cases



Mapping indicates that BOB clients came from areas with higher rates of child poverty than the authority average. Whereas the average child in North Warwickshire lives in a neighbourhood where the level of child poverty is under 14%, the average beneficiary of the Pilot lives where the level is nearer 16%.

Sefton LAIP Summary

Aim & Key Features

The Sefton pilot was led by the Planning, Employment and Regeneration Department of the local authority (in contrast to other pilots being led by children (and family) services) in close partnership with Sefton CVS. It aimed to address child poverty in Southport through four inter-related strands:

- The **Family Coach** strand aimed to provide an holistic and family-based approach to supporting parents towards employment by addressing family barriers, and providing a flexible fund as a resource to support this.
- The **Employer Award** supported employers to achieve good practice in family-friendly employment and providing a scheme to recognise this.
- Additional **Information, Advice and Guidance** (IAG) capacity was created through a new parent-focused post within the CVS's employment service.
- An **Innovation Fund** established for the second year of the pilot provided grants to local organisations to build their capacity and deliver provision to address child poverty in Southport.
- Family Coaches had access to a flexible Incentives and Reward Fund, providing '*something for something*': as well as meeting the costs associated with addressing barriers to employment (e.g. training, childcare, transport), the fund recognised and rewarded parent and family progression by providing for family and family member activities (e.g. leisure passes, activities for children).
- The Employer Award scheme was commissioned from consultants and developed by them through a series of employer engagement events. The Award is achieved through a self-assessment, action plan and then completion process. Progress was supported and moderated by consultants alongside support from the authority Employer Liaison team in order to promote sustainability.
- Innovation Fund led to projects: promoting healthy eating by supporting the expansion of a Fruit and Vegetable Cooperative; providing after-school activities for a youth inclusion project; providing assessments and then access to grants for a fuel poverty and housing improvement service run by the authority; providing a housing support worker for a project addressing the needs of families in inappropriate accommodation; and providing an employment support officer for a local carers organisation, encouraging parents carers of children with additional needs towards employment.

Key Achievements

- 116 families supported by the Family Coaches, far exceeding the target (40). An additional 89 parents were supported by the IAG Officer.
- Wide range of employability outcomes for parents and associated wellbeing outcomes for families.
- 12 parents entered employment and 2 became self-employed. 50 attended training and 18 took volunteering opportunities.
- 15 employers participated in the Employer Award and 9 completed during the pilot.
- Two Family Coach posts were extended, initially for six months: one Family Coach will pilot an amended employment focused model of provision from a primary school elsewhere; and, one Family Coach post is continuing in Southport, based at the CVS, to continue to support parents there into employment.

Costs Analysis

CPU funding totalled £1,033,000. Additional in-kind contributions are estimated at £15,540. Total costs were: Family Coaches £855,883; Employer Award £70,000; and Innovation Fund £104,315. The overall cost of delivering Family Support activities, including the incentives and rewards, is estimated at £4,175 per family. The total value of incentives and rewards provided by the pilot was £225,836 and accounted for 26% of the overall cost of delivering the Family Support activities.

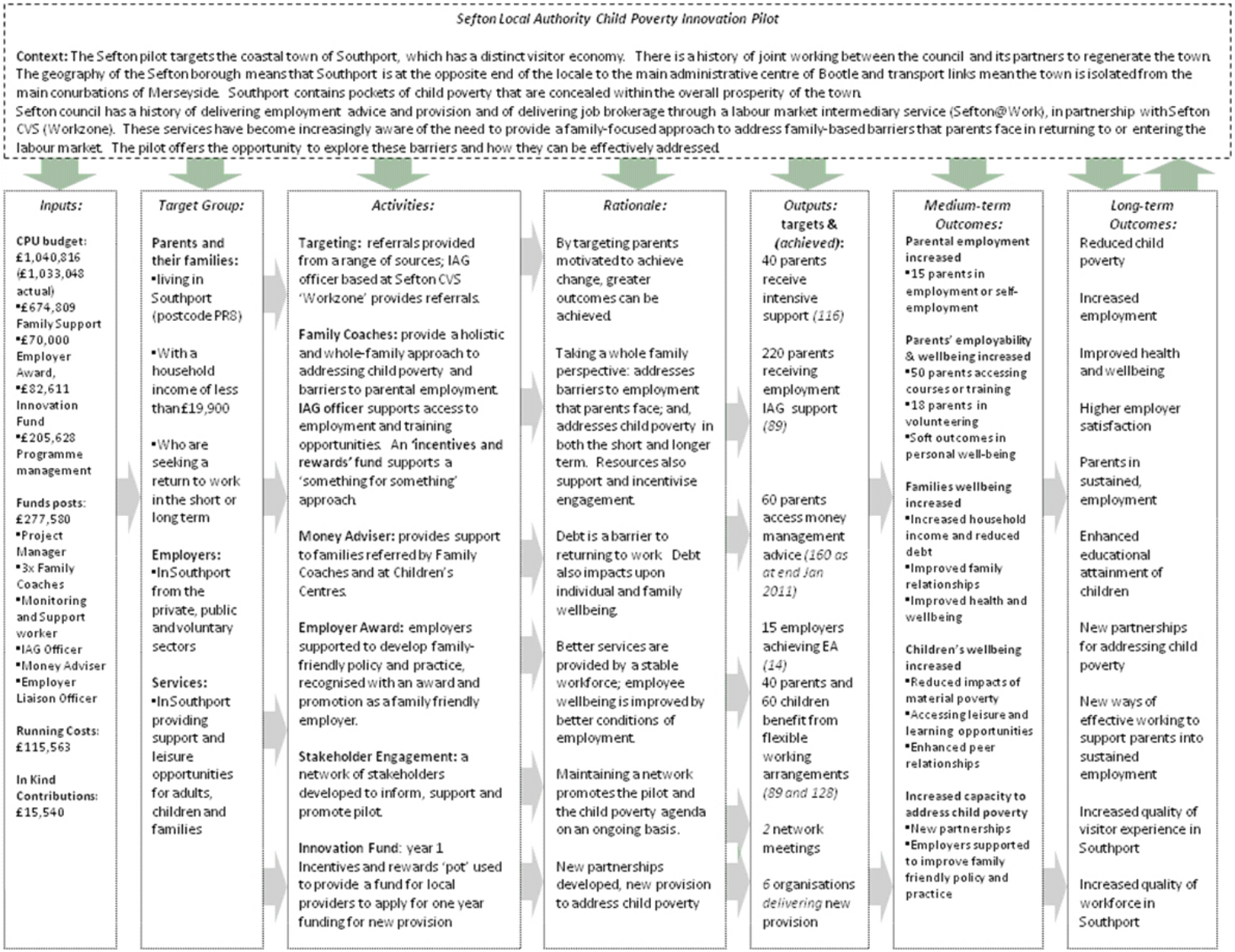
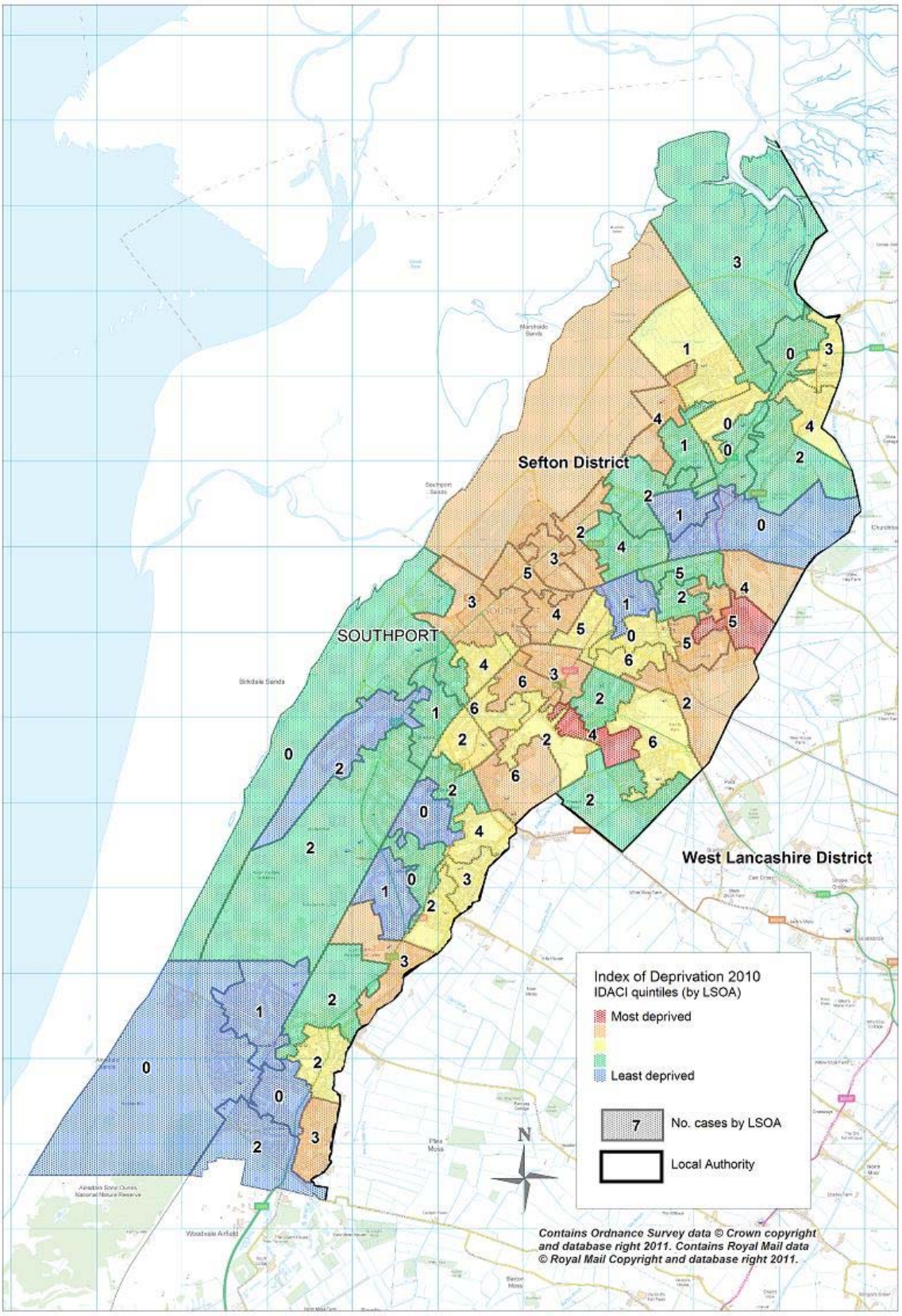

Sefton Local Authority Child Poverty Innovation Pilot
Context: The Sefton pilot targets the coastal town of Southport, which has a distinct visitor economy. There is a history of joint working between the council and its partners to regenerate the town. The geography of the Sefton borough means that Southport is at the opposite end of the locale to the main administrative centre of Bootle and transport links mean the town is isolated from the main conurbations of Merseyside. Southport contains pockets of child poverty that are concealed within the overall prosperity of the town.
Sefton council has a history of delivering employment advice and provision and of delivering job brokerage through a labour market intermediary service (Sefton@Work), in partnership with Sefton CVS (Worklzone). These services have become increasingly aware of the need to provide a family-focused approach to address family-based barriers that parents face in returning to or entering the labour market. The pilot offers the opportunity to explore these barriers and how they can be effectively addressed.
Inputs:
CPU budget: £1,040,816 (£1,033,048 actual)
•£674,809 Family Support
•£70,000 Employer Award,
•£82,611 Innovation Fund
•£205,628 Programme management
Funds posts: £277,580
•Project Manager
•3x Family Coaches
•Monitoring and Support worker
•IAG Officer
•Money Adviser
•Employer Liaison Officer
Running Costs: £115,563
In Kind Contributions: £15,540
Target Group:
Parents and their families:
•living in Southport (postcode PR8)
•With a household income of less than £19,900
•Who are seeking a return to work in the short or long term
Employers:
•In Southport from the private, public and voluntary sectors
Services:
•In Southport providing support and leisure opportunities for adults, children and families
Activities:
Targeting: referrals provided from a range of sources; IAG officer based at Sefton CVS 'Worklzone' provides referrals.
Family Coaches: provide a holistic and whole-family approach to addressing child poverty and barriers to parental employment. IAG officer supports access to employment and training opportunities. An 'incentives and rewards' fund supports a 'something for something' approach.
Money Adviser: provides support to families referred by Family Coaches and at Children's Centres.
Employer Award: employers supported to develop family-friendly policy and practice, recognised with an award and promotion as a family friendly employer.
Stakeholder Engagement: a network of stakeholders developed to inform, support and promote pilot.
Innovation Fund: year 1 Incentives and rewards 'pot' used to provide a fund for local providers to apply for one year funding for new provision
Rationale:
By targeting parents motivated to achieve change, greater outcomes can be achieved.
Taking a whole family perspective: addresses barriers to employment that parents face; and, addresses child poverty in both the short and longer term. Resources also support and incentivise engagement.
Debt is a barrier to returning to work. Debt also impacts upon individual and family wellbeing.
Better services are provided by a stable workforce; employee wellbeing is improved by better conditions of employment.
Maintaining a network promotes the pilot and the child poverty agenda on an ongoing basis.
New partnerships developed, new provision to address child poverty
Outputs: targets & (achieved):
40 parents receive intensive support (116)
220 parents receiving employment IAG support (89)
60 parents access money management advice (160 as at end Jan 2011)
15 employers achieving EA (14)
40 parents and 60 children benefit from flexible working arrangements (89 and 128)
2 network meetings
6 organisations delivering new provision
Medium-term Outcomes:
Parental employment increased
•15 parents in employment or self-employment
Parents' employability & wellbeing increased
•50 parents accessing courses or training
•18 parents in volunteering
•Soft outcomes in personal well-being
Families wellbeing increased
•Increased household income and reduced debt
•Improved family relationships
•Improved health and wellbeing
Children's wellbeing increased
•Reduced impacts of material poverty
•Accessing leisure and learning opportunities
•Enhanced peer relationships
Increased capacity to address child poverty
•New partnerships
•Employers supported to improve family friendly policy and practice
Long-term Outcomes:
Reduced child poverty
Increased employment
Improved health and wellbeing
Higher employer satisfaction
Parents in sustained, employment
Enhanced educational attainment of children
New partnerships for addressing child poverty
New ways of effective working to support parents into sustained employment
Increased quality of visitor experience in Southport
Increased quality of workforce in Southport

Figure 3.13 Spatial distribution of beneficiaries



The targeting by the Sefton LAIP was successful. The mapping analysis shows that whilst the average child in Southport lives in an area where the level of child poverty is 14%, the average beneficiary of Family Coach support came from an area where it is over 19%.

Tyne Gateway LAIP Summary

Aim & Key Features

The Tyne Gateway pilot was a jointly developed programme across the two authorities of North Tyneside and South Tyneside, the only pilot of this nature. Phase 1 involved the recruitment and training of 20 'Community Entrepreneurs', recruited from within neighbourhoods and communities of greatest need, subsequently employed in those neighbourhoods and communities to develop community projects (Phase 2). Projects were intended to act as pathways into sustainable employment for parents in poverty. It was intended that each Community Entrepreneur would work with 10 parents each, therefore helping a total of 200 families out of poverty in the two Boroughs.

- Unique model of community-driven provision, based on national and international learning about the potential of 'barefoot professionals' to understand and support their communities effectively.
- Organisations in targeted deprived areas were asked to nominate active community members for ARC training, led to the successful engagement of a motivated group of parents with little drop-out.
- Two training courses were developed with Sunderland University: an eight-week 'Awareness Raising Course' (ARC) to provide an initial qualification, and a two-year 'Foundation Degree in Community Entrepreneurship'.
- Following ARC qualification, 25 of the 26 participants applied for 20 paid posts. Demand for the ARC course led to a second cohort of 14 completing training, some of whom are known to have moved to other community-based employment.
- 'Senior Mentors' from the local authority, private and third sector organisations who are partners in the pilot each support and advise a Community Entrepreneur. Key is supporting the development and design of the Community Projects, following the Community Entrepreneurs' close work with their communities to identify opportunities and needs.
- High level of support and supervision provided to Community Entrepreneurs, with resources to support their engagement in training and then the paid Community Entrepreneur role. Ongoing training is provided, for example additional project management and ICT training.
- Strong governance arrangements, bringing the two authorities together and a wide range of stakeholders from the public, private and voluntary and community sectors.

Key Achievements

- Clear and transformational outcomes for those employed as Community Entrepreneurs. Clear demonstration of the innovative potential of the 'barefoot professional model' to access groups that existing interventions have struggled to reach.
- 17 Community Projects developed as social enterprises by 20 Community Entrepreneurs (including two joint-projects) with 170 families engaged in March 2011 and 10 employed.
- 20 employers actively engaged in the Community Projects, recognising the access provided to target populations and communities or recognising the labour market potential of those engaged.
- National and regional award winner: 4 Children: Winner 2010, Award for Supporting Parents and Families; Local Government Awards: Winner, 2011 Community Involvement Award; and, Two Higher Education Social Entrepreneurship Catalyst Awards for two of the Community Projects.
- Continuation funding for 12 months provided by both local authorities and a new social enterprise has been created to seek further funding and to take forward the model in the longer-term.

Costs Analysis

The budget for the Tyne Gateway pilot was £1,647,500, funded by CPU. Community Entrepreneur salaries were the largest expenditure (35%). In-kind contributions totalled £19,000. The cost per CE was £63,472 and the cost of Community Project per family beneficiary (excluding CE employment cost) was £2,338.

Tyne Gateway Local Authority Child Poverty Innovation Pilot

In 2007 the boroughs of North Tyneside and South Tyneside jointly contained 21 Lower Super Outputs Areas (LSOA) ranked amongst the 10% most deprived areas in England (IMD, 2007). All of these areas contained significant numbers of under 16s. This ranking represented an improvement since 2000, with both North and South Tyneside closing the inequality gap with the rest of the country over the period yet, in 2007, there remained a consistent and persistent geographical distribution of deprivation around the mid-Tyne riverside areas (and that crossed the borough's joint boundaries). Recognising this, and the recent history of innovative projects on child wellbeing by both Borough Councils, the Tyne Gateway Pilot is a joint initiative by the councils, alongside partners, to tackle the shared priority of childhood poverty within their boroughs. Tyne Gateway will do so through a two-stage approach: the training and employment of parents at risk of poverty to become Community Entrepreneurs, who will then develop community-based projects in partnership with local employers and as the basis for offering employment pathways for parents from families at risk of to poverty in the Tyne Gateway area. This approach of Community Entrepreneurs draws from the 'barefoot professional' model of community action whereby local people are empowered to undertake development work in their own communities.

Inputs:

CPU: £1.65m inc. additional funding for ARC 2

Funded posts:
- Programme Manager (P/T)
- 2 Area Managers
- Research Assistant (Part Time)
- 20 Community Entrepreneurs

In-Kind contributions (circa £19,000)
- Project Support Officer (P/T)
- Workspace for Community Entrepreneurs
- In-kind time of Senior Mentors
- In-kind time of Steering Group members, including employers

Additional external support:
- Work clothing (circa £2,500)

Target Group:

Families at risk of poverty in North / South Tyneside, particularly but not solely in the 10% most deprived LSOA. Characteristics of such families include:
- households experiencing worklessness
- couple families where only one adult works part time
- lone parents
- ethnic minority headed households
- households with a disabled family member
- large families (4+ children)
- children aged under 5
- female headed households
- young offenders

Activities:

The recruitment and training of individuals interested in becoming Community Entrepreneurs (CEs). Selected individuals undertake an 8-week Awareness Raising Course (ARC); successful completion qualifies individuals to apply for employment as a Community Entrepreneur. Course includes delivery of 'mini community project' in local community by each CE. **Employment and development of Community Entrepreneurs.** To act as 'barefoot professionals' able to engage with their communities as the basis for identifying need, signposting, and gaining participation in community projects developed by themselves. CE development includes Area Manager support (formally structured through Personal Action Plans) and Foundation Degree in Community Entrepreneurship. **Development of Community Projects:** to provide employment pathways for parents at risk of poverty. Project development support includes Programme and Area Managers, Senior Mentors drawn from senior personnel in partner organisations, and specialist training input as appropriate. **Employer Engagement:** to gain various forms of support or sponsorship for the Community Projects as employment pathways. **Mainstream child poverty as everybody's business:** awareness raising, develop and achieve sign-up to Child Poverty Pledge, and mainstream CE posts

Rationale:

To utilise and develop the community-based skills, experience and connections of parents at risk of poverty in Tyne Gateway as the basis of delivery of innovative and more accessible solutions to child poverty. The 'barefoot professional' model seeks to empower communities, build participation, entrepreneurialism, resilience, and reduce dependency. The employment and training of 'barefoot recruits' as 'professionals' requires intensive and structured support, given the extent and variety of distance to be travelled. The process itself provides a pathway out of risk of poverty. Community projects will utilise CE potential to develop more effective and innovative solutions. Project development is a complex process. Potential success is greatly enhanced by everyday pastoral support, CE workforce development and, where appropriate, 'gatekeeper' mentoring by senior professionals. In offering pathways to employment, the engagement and commitment of employers to individual Community Projects is essential. As a Pilot, with high level Executive support, the aim is to build and mainstream the capacity to respond to child poverty across the two boroughs – to make it everybody's business.

Outputs:

40 ARC participants (26 ARC1 participants, all successful; 14 ARC2. participants, 13 successful)
Employment of target 20 Community Entrepreneurs (ARC1: 19 CEs, 1 resignation after 9 months to train as teacher; ARC2: 1 CE)
Additional education, employment and training (EET) outcomes Of the 20 participants who did not become CEs, 10 have a further EET outcome (not including volunteering activity)
Community Projects: Total of 17 projects (target 20 but 17 includes joint projects). Total of 170 eligible families supported (target 200); further 37 'signposted' to other support
Employer Engagement: Around 30 employers a engaged
Building capacity: Tyne Gateway Social Enterprise (and internal assets such as CEs and Community Projects); Foundation *Degree; Child Poverty* Pledge

Medium-term Outcomes:

Parents' employment increased
- Mainstreamed CE posts
- Community Project employment pathways

Parents' employability & wellbeing increased
- CE family income raised
- Non-CE ARC participant EET outcomes
- Community Project beneficiaries (and signposted families) employability & wellbeing increased

Families' wellbeing increased
- Community Entrepreneur Families benefiting from reduced risk of poverty
- Community Project Beneficiaries benefiting from increased awareness of and access to services

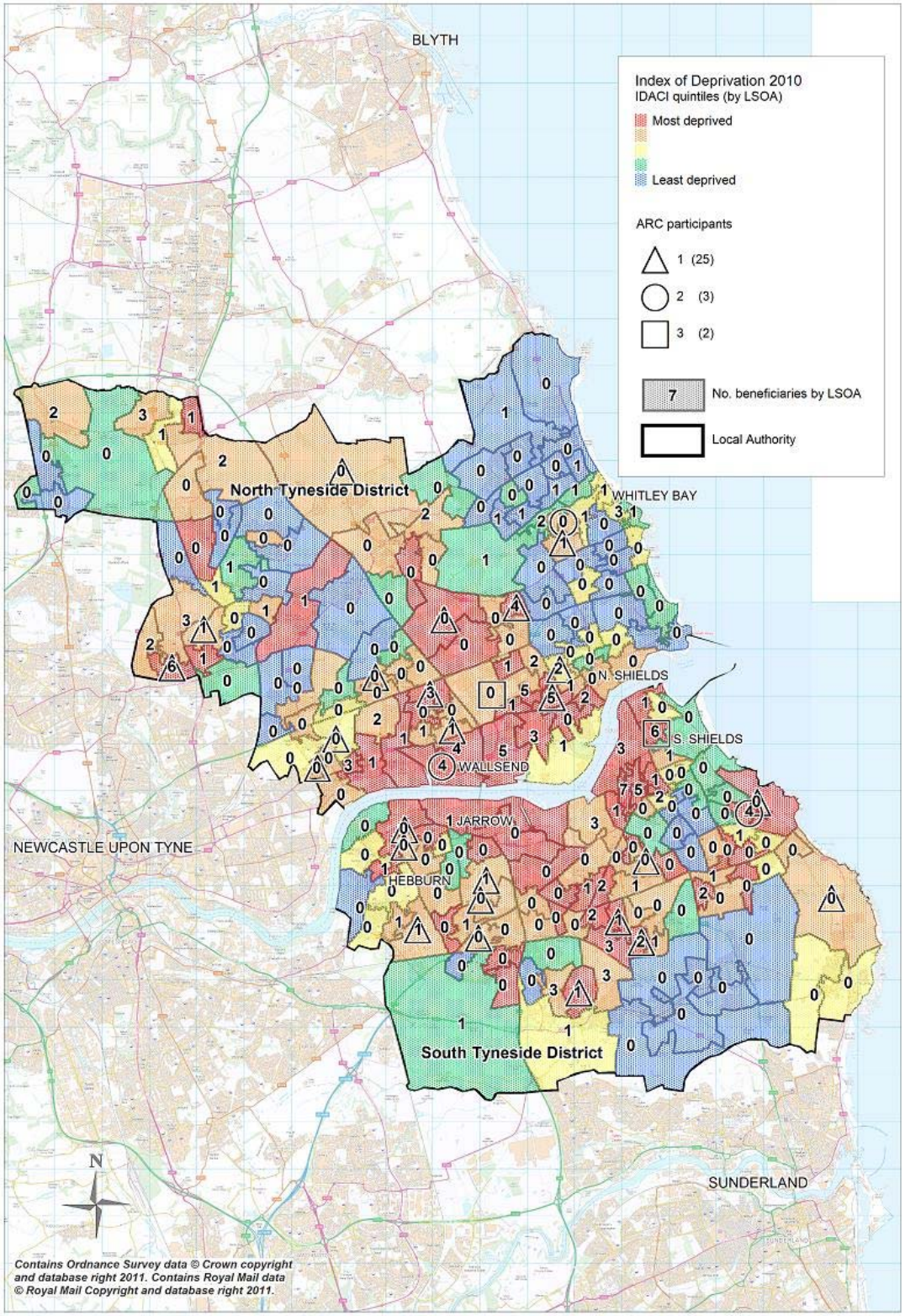
Children's wellbeing increased
- Greater aspirations and independence, alongside expanded life experiences;
- Some negative outcomes through shift in work/life balance of parents

Increased capacity to address child poverty
- ARC is a 'best practice' course; Foundation Degree; Mainstreamed CEs and sustainable Community Projects;
- Child Poverty Pledge signed by expanding number of local employers
- Tyne Gateway Social Enterprise

Long-term Outcomes:

- Resilience, capacity and entrepreneurialism of Tyne Gateway communities is greater (including in combating child poverty)
- Child Poverty has become 'everybody's business' in Tyne Gateway: including new forms of partnership and service delivery to support economic and family wellbeing
- A reduction in the gap in outcomes for children in Tyne Gateway

Figure 3.14 Spatial distribution of ARC participants



Due to the early nature of the Community Projects, the mapping analysis for Tyne Gateway's LAIP focuses upon the ARC participants and a smaller number of project beneficiaries. It shows that whereas the average child in Tyne Gateway lives in area where the level of child poverty is 24%, the average ARC participant lives in an area where the level is over 35% and the average postcoded beneficiary in an area where it is 28%. This indicates the success of the pilot in targeting households in neighbourhoods with high levels of child poverty.

Waltham Forest LAIP Summary

Aim & Key Features

The Waltham Forest pilot targeted families living in postcode areas known to have high levels of deprivation and who had children between the ages of 2 and 5 years. Reflecting the characteristics of the population, families from minority ethnic backgrounds were targeted and this included Gypsy/Roma/Traveller families. A 'Family Partnership Model' aimed to provide a holistic approach to supporting families to address barriers to family wellbeing and to progress towards employment.

- Strong governance arrangements with a project board reporting to the Local Strategic Partnership Child Poverty Task Group chaired by the Leader of the Council.
- A multi-agency team created of: five Family Support Advisers, two Benefits Advisers, one Housing Adviser and one Health Visitor (although this last post remained unfilled due to pressures on this service locally). Joint home visits were undertaken to assess families and identify support plans. Interpretation services were used to support family engagement.
- Initially, the pilot sought referrals from schools and children' centres. They were asked to focus on families eligible for Free School Meals and to draw on their own knowledge of families' circumstances. Referrals were also sought from health, employment and family support professionals working in the target postcode areas.
- The Family Partnership Model is parent or family-led and enabled the coordination of a wide range of support. One-to-one support aimed to build confidence and capacity within families to access services, and address a wide range of needs in the areas of finance, health, education, housing, and social and emotional wellbeing, working towards identifying pathways to training and employment.
- A discretionary fund was created in the early stages of the pilot to address emerging learning that there was a lack of flexible funding for professionals to access when supporting families to address barriers (e.g. to buy a school uniform or mobile phone credit to keep in touch with social worker).
- A research report was commissioned, to explore children's centres' engagement with marginalised groups. This was intended to inform an action plan to address any issues identified, but the cuts to local authority grants and subsequent uncertainty around future funding hindered this second element.
- A Parent Advisory Group (PAG) was created to inform the pilot, meeting monthly and with reports provided from there to the pilot board.

Key Achievements

- 236 families were assessed, and 215 qualified for the pilot's intensive support. Reflecting the ethnic mix of the area, of the families supported a third were 'Asian' and a third were 'black'.
- Close working with an education professional from the borough's Gypsy, Roma and Traveller service facilitated access to 'Gypsy/Roma' families, who were around 7% of total beneficiaries.
- Alongside broad wellbeing outcomes, 7 parents entered employment and 26 training.
- In initial assessment 51 families (26%) were found not to be in receipt of their benefit entitlement and had their income raised by an average of £80 per week, ranging from £2.50 to £325.

Costs Analysis

CPU funded expenditure was £862,000. In-kind contributions were estimated at £16,884, including £8,120 towards the administration and management of the pilot from partners and the local authority and PAG costs of £3,984. The total cost per beneficiary engaged was £3,733 and of intensive family support was £2,955 per beneficiary. It is not possible to include unit costs for the outcomes recorded by Waltham Forest.

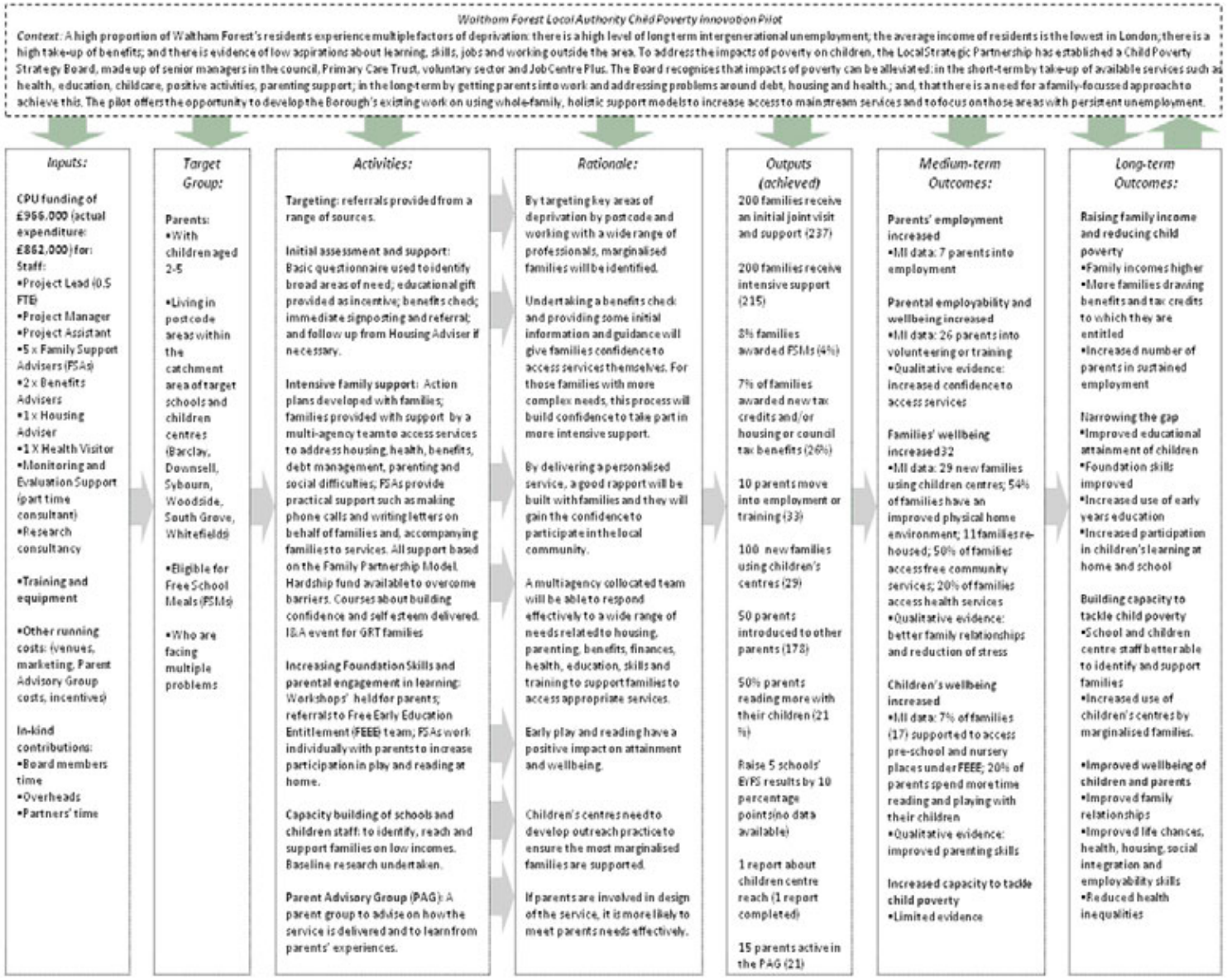
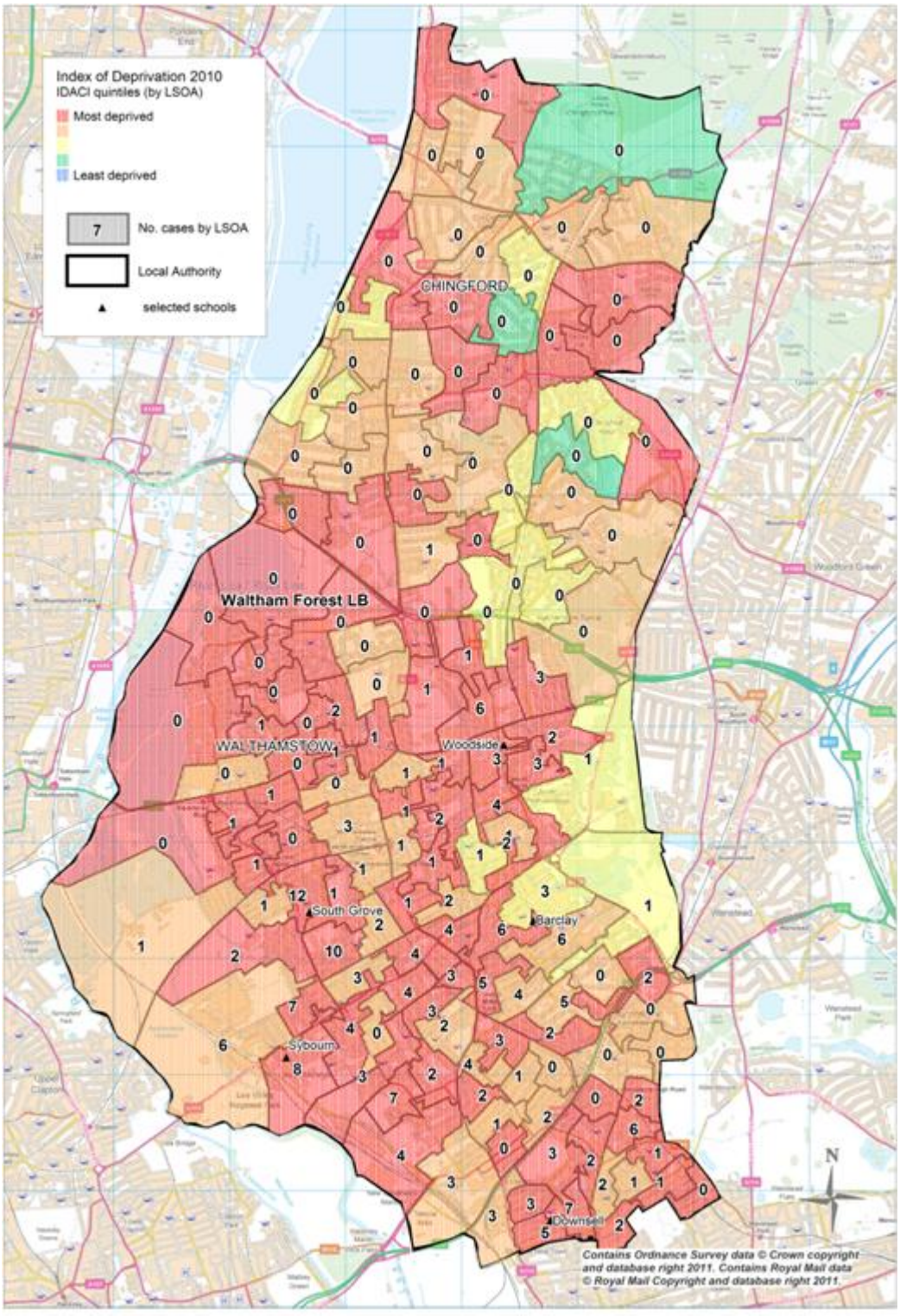

Waltham Forest Local Authority Child Poverty Innovation Pilot
Context: A high proportion of Waltham Forest's residents experience multiple factors of deprivation: there is a high level of long term intergenerational unemployment; the average income of residents is the lowest in London; there is a high take-up of benefits; and there is evidence of low aspirations about learning, skills, jobs and working outside the area. To address the impacts of poverty on children, the Local Strategic Partnership has established a Child Poverty Strategy Board, made up of senior managers in the council, Primary Care Trust, voluntary sector and JobCentre Plus. The Board recognises that impacts of poverty can be alleviated: in the short-term by take-up of available services such as health, education, childcare, positive activities, parenting support; in the long-term by getting parents into work and addressing problems around debt, housing and health.; and, that there is a need for a family-focussed approach to achieve this. The pilot offers the opportunity to develop the Borough's existing work on using whole-family, holistic support models to increase access to mainstream services and to focus on those areas with persistent unemployment.
Inputs:
CPU funding of £966,000 (actual expenditure: £862,000) for:
Staff:
•Project Lead (0.5 FTE)
•Project Manager
•Project Assistant
•5 x Family Support Advisers (FSAs)
•2 x Benefits Advisers
•1 x Housing Adviser
•1 X Health Visitor
•Monitoring and Evaluation Support (part time consultant)
•Research consultancy
•Training and equipment
•Other running costs: (venues, marketing, Parent Advisory Group costs, incentives)
In-kind contributions:
•Board members time
•Overheads
•Partners' time
Target Group:
Parents:
•With children aged 2-5
•Living in postcode areas within the catchment area of target schools and children centres (Barclay, Downsell, Sybourn, Woodside, South Grove, Whitefields)
•Eligible for Free School Meals (FSMs)
•Who are facing multiple problems
Activities:
Targeting: referrals provided from a range of sources.
Initial assessment and support: Basic questionnaire used to identify broad areas of need; educational gift provided as incentive; benefits check; immediate signposting and referral; and follow up from Housing Adviser if necessary.
Intensive family support: Action plans developed with families; families provided with support by a multi-agency team to access services to address housing, health, benefits, debt management, parenting and social difficulties; FSAs provide practical support such as making phone calls and writing letters on behalf of families and, accompanying families to services. All support based on the Family Partnership Model. Hardship fund available to overcome barriers. Courses about building confidence and self esteem delivered. I&A event for GRT families
Increasing Foundation Skills and parental engagement in learning: Workshops' held for parents; referrals to Free Early Education Entitlement (FEEE) team; FSAs work individually with parents to increase participation in play and reading at home.
Capacity building of schools and children staff: to identify, reach and support families on low incomes. Baseline research undertaken.
Parent Advisory Group (PAG): A parent group to advise on how the service is delivered and to learn from parents' experiences.
Rationale:
By targeting key areas of deprivation by postcode and working with a wide range of professionals, marginalised families will be identified.
Undertaking a benefits check and providing some initial information and guidance will give families confidence to access services themselves. For those families with more complex needs, this process will build confidence to take part in more intensive support.
By delivering a personalised service, a good rapport will be built with families and they will gain the confidence to participate in the local community.
A multiagency collocated team will be able to respond effectively to a wide range of needs related to housing, parenting, benefits, finances, health, education, skills and training to support families to access appropriate services.
Early play and reading have a positive impact on attainment and wellbeing.
Children's centres need to develop outreach practice to ensure the most marginalised families are supported.
If parents are involved in design of the service, it is more likely to meet parents needs effectively.
Outputs (achieved)
200 families receive an initial joint visit and support (237)
200 families receive intensive support (215)
8% families awarded FSMs (4%)
7% of families awarded new tax credits and/or housing or council tax benefits (26%)
10 parents move into employment or training (33)
100 new families using children's centres (29)
50 parents introduced to other parents (178)
50% parents reading more with their children (21 %)
Raise 5 schools' EYFS results by 10 percentage points (no data available)
1 report about children centre reach (1 report completed)
15 parents active in the PAG (21)
Medium-term Outcomes:
Parents' employment increased
•MI data: 7 parents into employment
Parental employability and wellbeing increased
•MI data: 26 parents into volunteering or training
•Qualitative evidence: increased confidence to access services
Families' wellbeing increased 32
•MI data: 29 new families using children centres; 54% of families have an improved physical home environment; 11 families re-housed; 50% of families access free community services; 20% of families access health services
•Qualitative evidence: better family relationships and reduction of stress
Children's wellbeing increased
•MI data: 7% of families (17) supported to access pre-school and nursery places under FEEE; 20% of parents spend more time reading and playing with their children
•Qualitative evidence: improved parenting skills
Increased capacity to tackle child poverty
•Limited evidence
Long-term Outcomes:
Raising family income and reducing child poverty
•Family incomes higher
•More families drawing benefits and tax credits to which they are entitled
•Increased number of parents in sustained employment
Narrowing the gap
•Improved educational attainment of children
•Foundation skills improved
•Increased use of early years education
•Increased participation in children's learning at home and school
Building capacity to tackle child poverty
•School and children centre staff better able to identify and support families
•Increased use of children's centres by marginalised families.
•Improved wellbeing of children and parents
•Improved family relationships
•Improved life chances, health, housing, social integration and employability skills
•Reduced health inequalities

Figure 3.15 Spatial distribution of beneficiaries



The mapping shows the high levels of child poverty in the south of the borough, and how no beneficiaries came from the more affluent north. The analysis shows that whereas the average child in Waltham Forest lives in a neighbourhood where the level of child poverty is 38%, the average beneficiary of the LAIP came from an area where the level is over 42%.

Westminster LAIP Summary

Aim & Key Features

The Westminster pilot aimed to provide a 'keyworking model' to bring together different agencies which were already delivering employability services in the borough to disadvantaged parents. Keyworkers coordinate a package of support around their clients. Keyworkers were provided with new and additional resources to provide a personalised package of support to address the barriers that parents can face when entering employment. These were: specialist financial advice to support the transition away from the receipt of benefits; support with childcare costs for the first six months of employment or the duration of training; and, help with in-work housing costs to address the uncertainty that can arise when housing benefit is recalculated when entering employment, using the Discretionary Housing Payment received by all local authorities. A fourth strand of 'employment engagement' sought to identify family-friendly employment opportunities and promote family-friendly practices amongst local employers

- 19 Keyworkers were involved in the pilot, from: Jobcentre Plus; Women Like Us, a local award-winning third sector organisation; the Family Recovery Project, to support families exiting this intensive intervention for families with complex needs; and, the Westminster Works employment partnership coordinated by the local authority. Lone parents and potential second earners in low-income families were targeted.
- Strong governance arrangements linked the pilot to the Westminster Works partnership and through this to: the School Gates initiative; the Work Focused Services in Children's Centre pilot (both funded by CPU); schemes to subsidise childcare ('CAP09' and the 'Two Year Old Offer') and to the Family Recovery Project (a 'think family' pilot funded by DfE). This created a structure for learning from the range of pilots as well as linking their provision.
- An initial plan to supplement Working Families Tax Credit to provide additional support with childcare costs proved unworkable (due to tax implications) and as a result it was decided to meet all employment childcare costs in recognition of the barrier the high costs of this provision in Westminster poses for parents.
- A central pilot management team coordinated the Keywork support, developing common resources and systems where possible and collating pilot information. Resources for training were allocated following early learning about the lack of flexible funding to meet fees and other costs.

Key Achievements

- 252 parents were registered for Keyworker support. 240 of these were female, and 142 had children aged under 5 years. 135 parents had been employed for more than three years.
- The mapping analysis shows that the pilot supported families from the most deprived areas of the borough.
- 148 parents (59%) received financial advice and support; 63 (25%) benefited from the provision of childcare; and, 67 parents entered employment.
- Westminster successfully applied to be a Community Budget Pilot, and is a site for the new 'Working Families Everywhere' initiative. Westminster Works will use the learning from LAIP to inform these new models of provision. There are also commitments to continue to fund: financial advice in children's centres; and, support for housing costs using the Discretionary Housing Payment which was trialled by the pilot.

Costs Analysis

Final budget data indicates overall pilot expenditures of £1,194,000, comprising £975,000 (82%) of CPU expenditures and £219,000 (18%) of LAA expenditures. In-kind costs reflect the involvement of a range of partners and are estimated at £66,050. The cost per previously unemployed parent finding work was £18,804. The cost for these parents finding 'sustained' work was £27,997, reflecting the high number of temporary and insecure jobs available in the borough.

Westminster LAIP: Programme Theory Logic Model – Keyworking

Context: Westminster is a central London borough with extremes of wealth and poverty; it has the 6th highest level of child poverty among the 32 London boroughs. There are 9,940 children under 15 living in households dependent on workless benefits, almost double the national average; 17,000 residents of working age have no qualifications and an estimated 33% of parents are out of work, with 3,285 lone parents claiming Income Support in the borough, mostly concentrated in a few wards. However, there are 50,000 employers in Westminster, and half a million people work there. The Westminster Pilot uses a keyworking model to bring together different agencies which are already offering employability services in the borough to disadvantaged parents (including the CPU funded Work Focused Services in Children's Centres Pilot), to offer a personalised package of support along the journey to employment. This support is coordinated by a central team and aims to bring about long term cultural change, bringing together local residents with local jobs. There is a focus on partnership working and improving the skills and awareness of keyworkers or employability advisers across the City; as well as filling in gaps in services by linking up the employability offer for parents with childcare support, financial advice and other support that families in poverty need.

Inputs:

Total budget for the whole LAIP: c£.1.19m
CPU component:
Actual 2009-10 :£302,000
Actual 2010-11:£672,861
LAA component:
Actual 2009-10:£138,946
Actual 2010-11:£80,000

Funded Posts for central team (Westminster City Council):
1WTE Manager
1WTE Administrator
0.5 WTE Info Officer
0.5 WTE Childcare Broker(Childcare Information Outreach Officer), supports WS2
Total cost 09-11 =£121K
Workstream 1 – 'core' keyworking costs
- Targeted keyworking (Women Like Us)
- Mgt fee for Paddington Devt Trust
- Family Recovery Project
- Other keyworking
- Training costs (e.g. ESOL)

Total cost 09-11 =£236K

Workstream 1 Spec financial advice
Total cost 09-11 = c£163K
Workstream 2 Childcare
- Childcare subsidy for under 5s, wrap around care for over 5s, and crèches

Total cost 09-11 = c£312K
Workstream 3 Housing
- Discretionary housing payment

Total cost 09-11 = c£45K
Workstream 4 Employer Engagement
- 2WTE business engagement team

Total cost 09-11 = c£254K
In kind contributions:
- Keyworker / adviser time from other services and WPS Pilot
- Venues e.g. Children's centres
- Management time from WCC and partners
- Contributions from other economic development staff

Target Group:

Parents must:
- be either workless or recently returned to work
- have an annual family income of less than £20K or have children in receipt of free school meals
- be eligible to work in the UK, and: be aged 19+.

Each keyworker also has their own eligibility criteria according to funding stream & local area, e.g.
- WPS work in children's centres with parents of under 5s (Queen's Pk, Church St, Harrow Rd)
- Westminster Works work across City but where they overlap with WPS, they pick up over 5s
- Some advisers work on estates or with residents in tm accommodation
- WLU work with parents at school gates & parents in South Westminster & Westbourne Pk
- FRP employability adviser works with FRP parents

Activities:

Parents are identified from outreach, children's centres or keyworkers' existing caseloads.
KW assists with employability and registers the parent for Pilot support, drawing up an action plan
KW continues to support parent with journey to employment – career advice, identifying work opportunities, CV, interview skills etc

Employer engagement (WS4) identifies vacancies & works with employers to match parents' skills to demand
KW should refer to financial adviser and childcare broker so that barriers to work can be tackled e.g. Paying for childcare so parent can train
In-work support includes:
- Ongoing access to financial adviser (WS1) & childcare broker as needed
- Six months' free childcare (WS2) & help with housing costs (WS3)
- Support is tapered off over the next 6 months after that

Production of Child Poverty Needs Assessment and Strategy

Rationale:

Focus of Pilot is on filling gaps in current service s by giving better support to parents that are already on a journey to employment, enabling them to sustain employment (Only WLU are tasked with recruiting 'new' parents).
Keyworker takes responsibility for working with other services to ensure parents receive the support they need, as well as working on employability
Employers need to persuaded of the business case for recruiting local parents & flexible, part time work; parents need to gain the skills that the local economy needs

Parents need specialist financial advice because of debts; they also need to consider childcare options before they return to work.
Providing in-work support increases the incentives to work and reduces in-work poverty, giving parents a chance to build up savings.

Pilot informs strategy.

Outputs: targets & *(achieved)*:

300 parents to be engaged on the Pilot *(252 parents were registered)*
- 50 parents recruited by WPS Pilot (JCP) *(61)*
- 150 parents recruited by WLU *(101)*
- 80 parents recruited by Westminster Works *(82)*
- 20 parents recruited by FRP *(8)*

35 flexible jobs created that would be suitable for Westminster parents *(99)*
100 employers engaged *(118)*

148 parents have received specialist financial advice
63 parents received help with their childcare
33 parents received discretionary housing payment

50 parents in training or volunteering and 50 in employment *(c90 received training and 45 in sustained employment, plus 14 carried on working)*

Child Poverty Needs Assessment produced

Medium-term Outcomes:

Parents' employment increased:
- *At least 45 parents have returned to work*

Parents' employability & wellbeing increased:
- Parents have increased skills – particularly in relation to personal finance, as well as confidence, raised aspirations.
- *c90 parents received training*

Families' wellbeing increased:
- Families are receiving in-work support to alleviate poverty

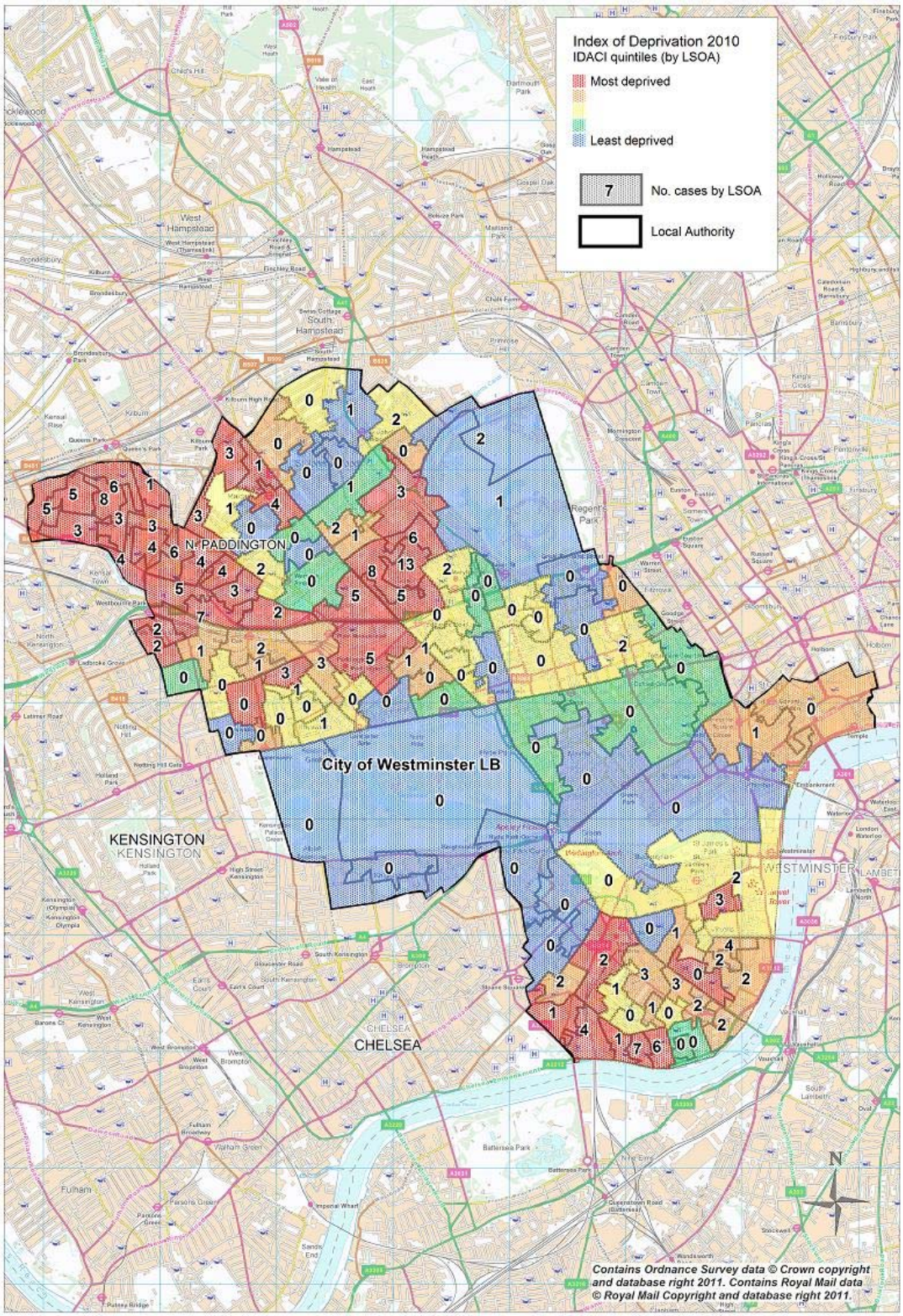
Children's wellbeing increased:
- Children benefit from being in childcare and activities

Increased capacity to address child poverty:
- Local services work in partnership and can deal with the needs of parents that want to return to work

Long-term Outcomes:

- Parents sustain employment over the longer term
- Families improve their economic wellbeing
- Parents have better skills in managing their money and have savings
- Parents have reduced debts and have greater financial stability
- Parents are aware of the importance of childcare and making preparation for this when working
- Leading to increases in children's outcomes and parental aspirations
- Services in Westminster work in partnership around families' needs
- Local employers are recruiting more local parents

Figure 3.16 Spatial distribution of beneficiaries



The targeting analysis shows the success of the pilot targeting. It shows that whereas the average child in Westminster lives in a neighbourhood where the level of child poverty is close to 35%, the average beneficiary of the Pilot lives where the level is nearly 55%.

4 Evaluation Findings: Effective Practice

Previous LAIP national evaluation reports have identified and explored messages of effective practice that emerged from a synthesis analysis of the ten local formative evaluation reports. In the analysis of the final evaluation reports those cross-cutting themes remain and can now be presented as findings for effective practice. The pilots were established to provide learning from innovation in addressing child poverty and were supported and encouraged to explore new models and new features and to adapt and respond to learning as it emerged. It is from the final evaluation of these ten different programmes that these messages emerge. How innovation and the learning it provided was managed and supported, and how this contributed to the sustainability of the pilot, is returned to as the final theme of the discussion.

4.1 Targeting and Engaging Parents and Families

Effective targeting and engagement of parents and families is an essential element of support to address child poverty in the short and longer-term. A range of target groups were included by the LAIP programmes. Where an income target was used, this was commonly set at household income that is less than £20,000, the median income in the UK and a key criteria under the policy framework of the previous government (Hammersmith and Fulham, Islington, Sefton, Tyne Gateway, Westminster). Other criteria were: families with children of a particular age (for instance, Hammersmith and Fulham, Islington, Waltham Forest and Westminster); families in receipt of out-of-work benefits (Islington); those ready to return to work (Westminster); and, those 'at risk of poverty' or 'just coping' using a range of quite open criteria including their geographical location (Kent, Knowsley, North Warwickshire and Tyne Gateway). The success of the different pilots in reaching or exceeding their targets indicates the importance of clear but flexible criteria and the demand for support from 'low income families' whatever their characteristics. The £20,000 income measure was considered a more practical measure than the more complex 60% of median income, the relative poverty measure promoted under the previous government and included with the Child Poverty Act (see Section 2), which requires equivalisation: the process for taking account of different family size. This means that using this as an arbitrary line did not take account of different family circumstance, and flexibility and practitioner discretion were practiced. But, this created some confusion about eligibility and some discrepancies in who received support. This suggests that clear guidance is required for front-line staff assessing eligibility, with tools developed that are able to take account of families' size and circumstance.

Each of the ten pilots thought carefully about how they could promote their service(s) and were conscious that provision labelled for 'families in poverty' or to reduce 'child poverty' would be stigmatising and therefore would hinder recruitment and engagement. A range of names and brands were created to present a broader message about the support available for parents or families, both for the overall service put in place but also for the staff or roles created.

Table 4.4 Examples of parent and family friendly names used by the Innovation Pilots

Pilot	Service Brand	Staff Title
Hammersmith and Fulham	Family Solutions	Family Facilitators
Islington	Islington Working for Parents	Parent Officers
Knowsley	Opportunities for Families	Family Mentors
Sefton	Promoting Parents	Family Coaches
Waltham Forest	More 4 You	Family Support Advisers

Across the ten pilots, a range of approaches were taken to promote the support available for parents and families. No single approach emerges as most effective; what is clear from the participants in each of the local evaluations is that a combination of different techniques is

important. Promotional publicity in the form of leaflets or flyers was a common technique. In Hammersmith and Fulham, particular estates were targeted with repeated leaflet deliveries and evidence from the evaluation's geographical mapping indicates that this was successful, with concentrations of beneficiaries engaged from these target areas. Nonetheless, the pilot developed an outreach strategy and created a temporary outreach officer post to promote the pilot with parents directly by visiting children's centres and other sites of support in order to raise awareness amongst, and encourage referrals from, these services.

This reflects a theme common across a number of the pilots: that front-line workers who are engaged with families provide a crucial source of referrals, particularly to new and (innovative) pilot provision. As previously reported, existing staff and services welcome provision that can support parents and families that they are in contact with. But, these staff can also be cautious about new provision and thus it takes time and effort to build the awareness, relationships and confidence that is essential for them to make referrals. Particularly in relation to more vulnerable or marginalised families, staff can be concerned that new provision may not deliver what is intended and that as a result their own relationships with their service users, which can have taken time themselves to develop, can be undermined or damaged. In work to engage both families and services, persistence is required. It is also important to recognise that professionals have expert knowledge about the communities within which they work.

In Cornwall, Kent and Westminster pilot models were developed that engaged existing staff and provided new resources to support their work. The rationale for this was that this would enable these professionals to provide more effective support to families . Yet, these models also illustrated the time required to build awareness amongst these staff and confidence in the available resources (with further detail on Workforce Development activities provided below at 4.5) In Islington and Sefton staff employed by the pilots provided services from children's centres, reporting that developing relationships with these core services also took time. Children's centres provide a range of services and have taken time to establish a presence in their local area, and can share the same concerns as other services or professionals. In Waltham Forest, home visits were provided following initial referral and this was consistently highlighted by pilot beneficiaries that participated in the evaluation fieldwork as offering a contrasting approach to other provision, which they could lack the confidence to access alone. This echoes findings from across the pilot evaluations that no single route should be relied upon as a source of referrals if an inclusive service that engages the most marginalised is to be provided.

Box 1: Targeting rural areas for 'Information, Advice and Guidance': how data was used to inform BOB – the 'Branching Out Bus'.

Two of the LAIP programmes piloted new ways of using data to understand the characteristics of their communities and to use this intelligence to inform the way in which they targeted services.

The Branching Out Bus (BOB) in the largely rural authority of North Warwickshire provides a mobile base for information from the local authority and its partners. The model was based upon a successful 'one-stop-shop' hub in the main town of Atherstone. But travelling to the hub is a problematic journey from many areas of the borough. BOB visits a range of different locations for a set amount of time each week (no less than half a day and no more than a full day). These are varied each quarter to ensure a good coverage of the borough. The locations are based upon a comprehensive mapping exercise that was commissioned at the start of the pilot.

The mapping used 'Mosaic' data[64] to identify a range of population characteristics and families: with children; with a low income; claiming benefits; living in deprived areas; from lowest socio-economic groups; living in social rented accommodation; with low levels of savings; eligible for free school meals; with no bank account; unemployed; and, in debt. This information was used to identify geographical clusters of families, which was then combined with information about benefit claimants

[64] Mosaic is a commercial dataset that uses extensive consumer and market research information to map characteristics, most commonly used to inform commercial and business marketing.

with children that is held by the local authority. This combination of data identified 19 different areas that have been used to identify the range of locales that BOB has visited across the life of the pilot.

BOB is an open access service available to everyone. Targeting these locations was intended to provide a service in areas known to have concentrations of low income families. Over the two years of the pilot, almost 1,500 queries had been made by 1,326 clients. The pilot did not collect information from clients in relation to family circumstance. A third of beneficiaries from a randomly selected sample of 30 contacted by the evaluation team were parents with school age children. Citizens Advice Bureau estimate that 80% of all clients accessing their services via BOB are new. 76% of all clients were unemployed, and 55% were women.

The Tyne Gateway and Knowsley LAIPs both developed a model that supported local parents to develop into roles that target, engage and support other parents in their communities. In Knowsley, Volunteer Family Mentors were trained and supervised to provide parent-led broadly based support. In Tyne Gateway, Community Entrepreneurs were developed from a 'barefoot professional' model that considers those within deprived communities as best place to understand and engage them. In both these pilots, these models were acknowledged to have reached parents that traditional, mainstream interventions had failed to.

Two of the pilots used locally available data to map, understand and target their local communities. In rural North Warwickshire, a thorough mapping was undertaken at the outset of the pilot to inform the locations where BOB the Branching Out Bus could reach low income families (see Box 1). In Islington, the LAIP built upon work by the local authority's Children's Services Directorate to expand a 'Data Warehouse', which draws on information about children and their families through eight types of data held by the council and key partners (health and Connexions). The LAIP undertook activity to include housing benefit and council tax benefit data in the 'Warehouse', enabling the authority to identify families living on a low income alongside information about their service use. Significant technical challenges were involved in achieving this, as well as a legal challenge (outlined in Section 3) relating to the ownership of the data: when a local authority application form is completed, the data can be used by the authority; when a national DWP form is used, it cannot unless permission to share the data was obtained. Now that these challenges have been addressed, the authority has a powerful tool for understanding and targeting low-income families, and the data is provided to the authority's children's centres to inform their outreach and targeting. Over time, it will demonstrate the authority's success (or otherwise) in targeting and engaging families in local services and in raising their income, including through employment.

A key feature of the pilots was a focus upon providing family-based approaches to support low-income families towards improved outcomes. The final evaluation reports confirm that providing an effective family-based approach does not necessarily engage the whole family, but it does take each of the individuals and the family as a unit into account. Working with parents as parents, rather than as adults who may or may not have children, is an important theme. It is also delivered by a 'keyworker' who is able to coordinate packages of support (further explored below). Knowing that they will be working with a single point of contact, over time, is attractive to parents who are concerned about working with multiple services. Promoting to parents that support is available to address the issues they identify for themselves as parents, for their children and for their family as a unit is identified by both parents and staff delivering services as an important element of effective practice (and to address the barriers to progression that are discussed further below at 4.4).

The final evaluation reports also confirm that needs assessment should be acknowledged as an ongoing process. A range of initial assessment tools were used by different pilot programmes, and all were viewed as effective by the practitioners and parents who participated in evaluation fieldwork. All of the approaches worked with parents through discussion and agreement and aimed to be parent-led. This way of working was identified as providing an important contrast to service-led provision: 'done with not done to'. Such an approach also enables parent and family strengths to be identified and acknowledged, moving away from a focus on problems and needs to one that identifies how parents themselves can be enabled or empowered to move forward and how there are positives

upon which to build. Nonetheless, it was reported that parents and families would reveal more about their situation in later engagement following initial assessment, as trust was developed over time through a relational approach developed by a single keyworker. A keyworker can also address concerns about how data is shared and who with, informing parents about what needs to be shared and ensuring that only relevant data is shared at appropriate times.

Effective practice is therefore able to support families over the longer-term, as appropriate to them. Part of ensuring families' needs are addressed is the use of a clear action plan for progression, that can demonstrate achievement and be used on an ongoing basis. This supports engagement as a process. It is also important to ensure effective exit strategies from support. As the pilot provision came to an end, ensuring families were exited to other provision was a challenge for some of the LAIP programmes. Due to uncertainty over future funding following the announcement of reduced local authority budgets in the Comprehensive Spending Review (CSR) 2010 (in October 2010), pilots reviewed their caseloads and many stopped taking referrals in order to ensure that those parents and families that they did engage were able to benefit from the full intended model of support.

Table 4.5 Tools used by LAIPs to identify parent and family areas for support

Pilot	Tool	Features
Cornwall	Adapted Pre-CAF[65]	A version of the 'Pre-CAF' assessment tool used across England, adapted to contain a set of child poverty indicators including family income and used as a stand-alone assessment.
Hammersmith and Fulham	Assessment and Progression Plan	Focused upon employment needs but exploring parenting support, health and other service use, housing and benefits.
Islington	The Workstar	A self-assessment tool used with support to identify initial needs and then to track 'distance travelled' across a range of domains.
Kent	Family Group Conferencing	The FGC process brings the whole family together, along with children's services professionals, to help enable families to identify their own solutions to their own problems.
Knowsley	The Rickter Scale	A self-assessment tool used with support to identify initial needs and then to track 'distance travelled' across a range of domains. All those using the tool must complete registered training.
Sefton	Assessment and Progression Plan Whole Family Distance Travelled Tool	Broad assessment of family support needs and progression goals. Developed to enable whole family assessment and then distance travelled, it was only occasionally used as parents emerged as the key focus for assessment and identification of outcomes.
Tyne Gateway	Project Assessment	Completed by Community

[65] Pre-CAF is an assessment used by practitioners to help them decide if a full CAF (Common Assessment Framework) assessment is required. CAF is most commonly used with families where there is a concern about the progress of the child or young person. The Cornwall adaptation aims to ensure that child poverty is identified as part of the standard assessment process with families.

	Form	Entrepreneurs at initial assessment and then over time. Also used within some of their Community Projects with engaged parents. Assessment covers a range of social, economic and household characteristics and detailed information on levels of household income (both benefits and earnings).
Waltham Forest	Adapted 'Pre-CAF'	Amended to include a focus of the impacts of poverty across a range of domains (housing, benefits, employment, other), informing an action plan.

4.2 Increasing Employment and Employability

Increasing parental employment and employability was at the heart of almost all of the LAIP programmes. Supporting parents into and closer to work was the central aim of pilots in Cornwall, Hammersmith and Fulham, Islington, Sefton, Tyne Gateway and Westminster. In Kent, a range of projects were in place including some supporting employment progression (help with action planning and CVs for women returners and NEETs, a project supporting ex-offenders, and projects promoting adult learning, for instance). In Knowsley and Waltham Forest, support aimed to address broader family issues in support of longer-term progression towards employment. Knowsley also supported the progression of the volunteer mentors recruited and trained towards their own employment outcomes. In North Warwickshire, signposting towards employment and employment support was a feature of the range of information, advice and guidance provided. In Tyne Gateway the pilot created paid employment for 20 Community Entrepreneurs, who then developed a range of Community Projects supporting a range of employment routes and addressing a range of barriers (see Box 8).

Promoting these outcomes through their pilot programmes reflects the centrality of parental employment to the LAIP authorities' aims to reduce child poverty in the longer-term. Taking a family-focused approach in working with parents was identified as central to addressing the issues that parents face as parents when returning to or sustaining employment. All of the pilots demonstrated a high demand for the employment and employability support that was developed. Through the longitudinal approach taken by the local evaluations of LAIP programmes, the range of issues that parents can face and how these can be addressed can be illustrated by case-studies of parents who have engaged with the evaluation over time (see Boxes 2, 3 and 5).

Box 2: Longitudinal case-study: Sefton parent

GHK first spoke to Claire[66] in May 2010. At that time, she was eight weeks into her Family Coach support, having been referred from a Children's Centre. As a single parent of four children (aged 2, 3, 10 and 11 years old) Claire's efforts to undertake courses or find work were hindered by not being able to meet her childcare requirements and the costs and difficulties of using public transport to move between home, schools and local provision. Claire also suffered from stress and low confidence caused by problems with her ex-partner, who had been stopped by the courts from seeing the children. Her son was also struggling with learning difficulties and behavioural issues.

Claire felt anxiety about the neighbourhood where she lived and without boundaries around her home that she considered adequate, the children were unable to play outside in the garden. Both of her younger children were due to start nursery school in 2010 and Claire saw this as an opportunity to embark on training for a new career, although she was uncertain about what to do. She said at the time:

"I'm still unsure about what I want to do but I have a lot of interests... I'd like to go into social care,

[66] Pseudonyms are used and not real names

working with families, social worker type, or nursing, but I don't really know".

After discussing the issues with her Family Coach, support was offered to help address key barriers. Claire was provided with funding for her youngest child to attend nursery two days a week. Mobility was immediately helped by family bus passes and Claire was supported with funding for driving lessons. Problems related to her son were the subject of immediate support, with funding for leisure activities provided for him and the other children. The Family Coach referred the eldest child to a youth worker and also attended CAF meetings with the family. The Family Coach also explored training and development goals with Claire. After the initial eight weeks of support, Claire described the impacts for her and the family:

"Fantastic; brilliant; something to look forward to for the kids, because obviously I couldn't afford to do that; and health wise, because my son's overweight, and he's learning how to swim...financially I'm not having to worry about having to pay for bus fare so that's taken a lot of the pressure off, I can think more about myself, everyone in the house just seems a lot happier, there's more out there than just going home".

When GHK next spoke to Claire in October 2010, she was due to take her driving test. She had also recently begun a one year full-time NVQ Level 2 Progression to Health and Social Care Diploma at Southport College. The children were benefiting from a range of positive engagement activities such as football, Girl Guides, swimming and particularly ones linked to the after-school club at a local project which works with young people at risk of poor outcomes. She was also supported to install a fence around her garden. Reflecting on her changed situation Claire described:

"I was clueless; I knew I wanted to do something but I didn't actually know what I wanted to do... We've been given an opportunity to do something; that's all we wanted really. You know, it's not so much about the money... it was just more, yeh I want to be able to drive; I want to be able to go to college".

The benefits were being felt by the family as a whole: *"everyone's much happier; everything seems more focused. I know what I'm going to be doing".*

The very positive impact of Promoting Parents support was still evident in February 2011 when GHK once again spoke to Claire. She was due to take her driving test again and having completed her Diploma she was planning to enrol in a University Access course, which she was seeking funding for with Family Coach support. The pilot had arranged to provide funding for childcare beyond the end of the pilot so that Claire could continue her learning. Claire was ready to reduce her intensive support from her Family Coach. She felt that her goals were achieved and a transformation had taken place:

"I know I do want to do something; I want to qualify to be something rather than just making do, really... I'm not going to be able to support four kids on my own just working in a shop or supermarket or what have you; I couldn't do that, it's not what I want to do"

In addition, her son's behavioural problems had also been successfully addressed. After having been at risk of being taken out of mainstream schooling, his performance at school was continuing to improve.

In Hammersmith and Fulham, Islington, Sefton and Westminster women with young children, including lone parents, were the main client group engaged in these employment and employability-focused pilots:

- In Hammersmith and Fulham 93% of all beneficiaries were female, and 73% were female lone parents.
- In Islington, 92% of beneficiaries across the three levels of support were women and were 94% of those accessing the most intensive level of support.
- In Sefton, two levels of support were provided: short-term parent-focused IAG support, accessed primarily by men (61%); and intensive family-based support, accessed primarily by women (65%).
- In Westminster, 95% of beneficiaries were women, and 69% were lone parents.

This reflects the success of their strategies in targeting these groups in order to learn about how to support them in light of welfare reforms requiring mothers with younger children to return to work. But this success also demonstrates the demand for this support from women with (often young) families in entering work, whether a lone parent or a potential second earner in a low-income family. Each of these pilots also provided holistic, flexible, resourced

and long-term responsive support demonstrating the importance of these approaches in supporting these groups of parents. Evidence from the evaluation indicates that parents are motivated to engage with employment support by the benefits that they expect it to bring to their children and their family in the longer-term. Work-life balance is an important consideration, particularly for women with primary carer responsibilities. For these parents, flexible employment is required that can fit around these needs.

In Sefton and Westminster, the LAIP programmes included an element of employer engagement. Both sought to promote family-friendly employment and identify vacancies for local parents including those in receipt of LAIP support. In Sefton, the Employer Award demonstrated the interest amongst employers in providing family-friendly employment. The approach was reported to benefit those already employed as few new vacancies were created during the pilot period; future benefits will only become apparent over time. In Westminster, employers were encouraged to provide information days and taster sessions as part of corporate social responsibility, and 54 employment-related activities were provided by them. A job brokerage scheme was supported by the pilot, and whilst 88 vacancies were identified through this activity only two were confirmed as taken-up by parents the pilot supported. This suggests that there is a lack of employment opportunities that meet the needs of parents, or a mismatch between the skills and experience of those seeking to enter employment for the first time or following a period out of work and the needs of employers.

Table 4.6 Employment and employability outcomes for LAIP programmes[67]

Pilot	Strand	Employment Outcomes (target)	Employability Outcomes (target)
Cornwall	Enabling Fund	43 awards to sustain employment (none).	138 awards to support progression to new employment (none).
Hammersmith and Fulham	Family Facilitators	49 parents into employment (35).	147 parents into training (80).
Islington	Parent Officers	45 parents into employment 24 parents into employment placement (none).	245 applications submitted for vacancies. 122 parents creating CV. 178 parents supported with interview skills. 406 referrals to training providers (none).
Knowsley	Volunteer Family Mentors	6 VFMs into employment (none).	3 VFMs into training and 7 taking a work placement (none).
	Parents supported to address barriers to employment	4 supported parents into employment (none).	Range of soft outcomes towards employment for all of 44 parents supported (10 parents to access training and skills activities).
North Warwickshire	Branching Out Bus	45 (3%) of 1500 queries related to employment (none).	45 (3%) of 1500 queries related to employment (none).
Sefton	Family Coaches	12 parents into employment 2 into self-employment none).	18 parents volunteering, 50 parents in training (25).
	Parent-focused IAG	17 parents into employment (none).	10 parents into training (none).
Tyne Gateway	Community	20 parents employed directly	N/A

[67] Kent is absent from this table due the wide ranging nature of the programme, with primary aims to build resilience and provide new services for families.

	Entrepreneurs	(20).	
	Community Projects	10 parents employed through Community Projects.	Range of employability outcomes from the Community Projects (see Box 8).
Waltham Forest	Family Support Advisers	7 parents into employment (10 into employment or training).	26 parents into training (10 into employment or training).
Westminster	Keyworker Support	45 parents into employment (50).	90 parents into training (50).

In the absence of available employment and reflecting the distance from the labour market of most of the parents engaged, key outcomes from the employment and employability focused pilots have been employability. This includes measured outputs such as parents completing training and formal qualifications of different levels, volunteering and work-placements. It also includes measured 'soft' outcomes such as increased confidence and increased awareness of training and other progression opportunities. More systematic use of distance-travelled tools by the pilots would have enabled more comprehensive reporting of quantifiable outcomes.

Box 3: Longitudinal case-study: Hammersmith and Fulham parent

Benjamin[68] is a lone parent with one ten year old son. English is his second language. He has a number of qualifications including a degree in business administration, and has work experience in accounting. He was 'let go' from his last job because his son was ill and he was unable to secure time off to care for him. He has been struggling since to find more family-friendly employment and a permanent post.

When he joined Family Solutions in December 2009 he was volunteering in the housing sector, but he hoped to find employment in the area of benefits advice. His Family Facilitator started to work with him towards this. Even at this early stage he felt his prospects had changed:

"I'm on track towards enhancing my prospects for a full-time, financially sustainable job, because that's what I want to do."

His Family Facilitator helped him with every aspect of job search, which was made far easier by the assistance with childcare:

"which was really really important, because I try to do most of the job search when he's at school, but I often have to rush to school to pick up the kid, and this often coincides with interviews or meetings with job agencies."

They met up every couple of weeks to work on his CV and applications for placements.

Benjamin continued to look for placements well into 2010, until Family Solutions were able to connect him with a number of opportunities. He attended a one-day training course at a benefits and advice centre. This meant he could demonstrate his interest in the area, and soon he was able to move on to a volunteer placement at a legal advice centre. The placement was two seven-hour days each week, which he was only able to attend because of the ongoing support with childcare provided by Family Solutions

By the time of his last interview with the evaluation team, in February 2011, Benjamin had been in his placement for over eight months and was feeling more and more confident about finding a paid position suited to him. He had recently attended an event run by Business in the Community, which was aimed at getting people back into work. Following on from this he attended a two-week work placement at Canary Wharf in East London. This was a very positive experience in which he gained insight into various aspects of business administration. He was even invited to apply for a post that came up shortly after he left, and he was shortlisted but did not get the job on that occasion. He was not discouraged, however, as the feedback and the experience overall were very useful.

[68] This is a pseudonym

Benjamin was in a very difficult situation when he came to Family Solutions, and with their help has moved onto a path towards long term employment. Despite his qualifications and work experience, the restrictions on his time that resulted from caring for his son meant he was trapped in low paid and insecure positions. He is also aware that the job market is changing rapidly and so was very grateful for the opportunity to learn new skills.

An additional outcome of his experience was the network that developed between the parents using Family Solutions. Benjamin now feels more part of a community – on visiting his son's new secondary school, for example, he unexpectedly bumped into someone he knew.

Figure 4.17 *"It's like a community, a small family in Hammersmith. This was only possible because Family Solutions brought us together."*

Reflecting on his experience, Benjamin commented:

"I've had a wonderful time. People like me should have the opportunity to work with organisations like Family Solutions."

Nonetheless, there is a wealth of qualitative evidence from across the local pilot evaluations of the features of effective practice:

- An action plan based on a holistic assessment and that is 'owned' by the parent;
- Quick wins that demonstrate early progress and the commitment to providing support, building self-confidence and confidence in provision;
- A flexible source of funding for professionals to access quickly and easily, and able to support a range of activities and address a range of costs incurred by employment and employability activity (such as training, transport and childcare);
- Tailored support, including taster sessions, that are responsive to individual need; and,
- Long-term support built on a trusting relationship with a single keyworker who can deliver or coordinate the range of support required.

4.3 Alleviating the impacts of poverty

As well as activity to address child poverty in the long term by supporting parents into or closer to employment, a feature across pilot provision was activity to alleviate the impacts of poverty in the immediate and medium term. In Knowsley and Waltham Forest, the LAIP programmes had an explicit rationale to address these impacts as a first step towards longer-term employment goals. This approach to addressing parents' familial barriers to employment are discussed below (4.4). Here, the focus is upon the lived experience of poverty and the importance of provision that addresses this in order to promote parent, child and family wellbeing.

Evidence from the LAIP evaluations illustrates how the immediate provision of resources can make an immediate impact on poverty. The resources that LAIP programme were able to provide to the low-income families that they engaged were welcomed by families, and qualitative evidence indicates the impact that this made on parent, child and family wellbeing. For professionals delivering pilot support, the ability to access flexible funds that LAIPs provided was highlighted as a particularly important feature of effective practice and was described in contrast to existing mainstream funds. These funds were consistently identified as being complex to access and limited in their availability. Where pilot flexible funds were used as part of support along a progression pathway, they can be expected to support longer-term and sustained outcomes. For instance, where they are used to support a move towards or into employment. Where they are used to provide immediate support but without this wider programme, impacts are unlikely to be sustained unless the causes of family circumstance are also addressed. The evaluation also indicates that the provision of these resources supports parent's engagement in these progression pathways. The funds also support 'quick wins' that demonstrate early progress and the commitment of keyworkers or other professionals to supporting the parent and family.

Table 4.7 Flexible funds provided by LAIP programmes[69]

Pilot	Fund	Purpose
Cornwall	Enabling Fund	▪ Core element of the LAIP, this flexible fund was provided for all professionals working with families across the county. Professionals submitted a 'business case' application to the pilot team. Funds could support employment but also address hardship. ▪ 475 awards made for items including beds, white goods, clothing, family activities and transport with an average value of £269.
Hammersmith and Fulham	Flexible Fund	▪ Fund to support Family Facilitators' work with parents. ▪ Key purpose was to pay for childcare costs incurred through employability activities and through employment. Childcare costs met for first three months of employment. ▪ Paid for tuition and other course fees, transport, resources for training and education courses, play activities for children and leisure activities for families.
Kent	Hardship Fund	▪ A fund available to front-line workers in schools and children's centres working with families in Thanet, Swale and Parkwood districts. Applications made to coordinators for individual family awards and grants for group work. ▪ 357 family awards made for a wide range of items including household goods, transport, childcare, and learning activities; group awards for emergency support for families fleeing domestic violence and free school meals; with an average value of £193.
Sefton	Incentives and Rewards	▪ Fund available to the team of Family Coaches, to support their work with families and to reward these families for their progression. ▪ 722 awards made with an average value of £891. This includes meeting childcare costs (average £1,446), training costs (average £840).
Waltham Forest	Discretionary Fund	▪ Created early in the pilot as the need emerged for a flexible resource to support the Family Support Advisers, in light of restrictive mainstream funds. ▪ 41 awards made with average value of £364. Used for emergency rent contributions, one-off fees such as legal expenses, clothes and household items.

Another feature to emerge from the evaluation was the high demand for financial advice and support. Many of the LAIP programmes included this as a core element of their initial design (Hammersmith and Fulham, Islington, Kent, North Warwickshire, Sefton, Waltham Forest and Westminster). In all of these pilots, the importance of this provision was highlighted by the high numbers of parents accessing the support and the evidence of the impacts on family income, but also by the qualitative evidence of the impacts on parental and family wellbeing. Reducing the stress associated with debt and managing on a low-income, often

[69] This table does not include the Westminster LAIP, which consisted of 3 core funds to support the transition into work (see Section 3).

due to inaccuracies in the awards of benefits, was reported by parents as well as the benefits brought about by increased family income itself. Once debt was addressed and family income raised, parents were able to engage with other support.

Box 4: Achievements of the Waltham Forest pilot in raising family income

The Waltham Forest LAIP included a benefits check as part of the initial family assessment. The Family Support Advisers also supported families to access available funds throughout their engagement. The following table provides information about the benefits awarded to families as a result of pilot support.

Benefit	Total of all awards	No. of families	Average increase in income
Social Fund	£2,919	5	£583
Housing Benefit	£1,867 per week	16	£116 per week
DLA	£329 per week	4	£82 per week
Council Tax Benefit	Bills reduced by £9,889	16	Bills reduced by £618
Child Benefit	£94 per week	3	£31 per week
Child Tax Credit	£428 per week	5	£86 per week
Change of address/Gov Savings	£365 per week	3	£122 per week
Council tax refund	£1,781	11	£162
Overpayment refund	£1,083	1	£1,083
Court Costs Removed	£110	1	£110
Council Tax SPD	£325	1	£325
Free School Meals	£79 per week	7	£11 per week
Overpayments created	£2,118	1	£2,118
Home Access Grant	£564	1	£564
JSA/Income Support	£405 per week	6	£67 per week
Family Fund	£450	1	£450
Maternity Grant	£125 per week	1	£125 per week

The checks established that 51 families, 26% of all of those supported, were not in receipt of their benefit entitlement. They were supported to access a combined total of £211,181 per year, which gives an average of £4,140 per annum per family and £80 per week per family. The range of increase in weekly income for families was from £2.50 to £325.

Support with debt and money management was also provided in order to enable parents to understand the impacts that returning to or entering employment would have on family income. In Westminster, this was a core feature of the pilot model. However here, and in other pilots, there was not full take-up by all of the parents that were referred. In Tyne Gateway 'better off in work calculations' were key to the successful recruitment of Community Entrepreneurs. This included instances where the calculation identified that an

individual's family would have a lower income, but they were able to understand by how much and then balance this against the longer-term benefits of the opportunity of employment and career development offered by the LAIP. The learning highlighted in the local evaluations of the LAIP programmes is that parents can be reluctant to divulge details of their finances to advisers who they do not know. Yet, financial advice including benefits checks and 'better off in work calculations' require specialist skills and knowledge that more general family support and keyworking staff are unlikely to have. Sensitive approaches are therefore required to promote the benefits of these services and, once referred, supporting parents to access this provision is more likely to lead them to benefit from it. In Waltham Forest and Sefton a specialist adviser was a member of the pilot team, and this encouraged greater engagement amongst the parents and families supported by core provision.

4.4 Addressing Barriers

Addressing the barriers that parents and families face in accessing support to enable them to progress towards improved outcomes, and to enter or progress towards employment, was key to effective LAIP provision. In Knowsley and Waltham Forest broad family support needs were the primary focus of the piloted model of provision, with progress towards employment to be considered once these issues were addressed. But in the other pilots, parents and families were also found to have a wide range of barriers even where those closer to the labour market were targeted. In Knowsley and Tyne Gateway, parents who joined schemes to deliver support – as volunteers in Knowsley and as paid Community Entrepreneurs in Tyne Gateway – were also found to have a range of barriers to address to enable them to fulfil these roles.

As outlined above, flexible and coordinated packages of support are essential for effective practice that identifies and then addresses the range of barriers that parents and families face. Parents value having a knowledgeable, tenacious and supportive keyworker who is able to support them to access a range of provision.

Box 5: Longitudinal case-study: Knowsley

Rebecca[70] is a single mother with three young children. She had first heard about Opportunities for Families through a fellow parent at a mother and baby group she attended. Rebecca was originally interested in becoming a Volunteer Family Mentor (VFM – the role created by the pilot), but following a traumatic family event she withdrew. Another agency that Rebecca was involved with later referred her onto the family engagement trip, organised by the LAIP to provide an open event for families to find out more about the project, where she met the project manager. Very soon after an initial assessment of Rebecca's needs was arranged and carried out.

It was important to Rebecca that she was not matched with a VFM who was in contact with certain members of the community. The project team were very sensitive to her situation and care was taken to ensure that her mentor did not know particular persons. Rebecca found the process to be both quick and thorough.

"They were really, really good, that through people... my mentor [did not] know [this person]"

Rebecca was very positive about the relationship she had developed with the mentor. She described how she quickly developed trust in her mentor and that the experience was different to working with professionals. Rebecca felt that volunteers wanted to help her in any way possible, whereas sometimes professionals are only offering support because they are paid to do so.

Seeing the VFM every week provided some structure in Rebecca's life. It gave her an opportunity to converse with an adult and it made her feel less isolated. It provided her with something to look forward to. The mentor also sent text messages to her during the week to check how things were going and this helped her – she felt less alone through the week.

Rebecca was concerned about her family being isolated. The VFM encouraged Rebecca to engage with Sure Start. This provided an opportunity for her and her children to develop relationships with other families and agencies in the local community.

The VFM conducted an initial assessment with Rebecca using the Rickter Scale which helped to

[70] This is a pseudonym.

determine the areas of her life in which she most needed support. The VFM was very active in seeking out information on behalf of Rebecca. The VFM signposted Rebecca to a domestic violence organisation and the 2YO project. The VFM also helped her to access legal advice to support her in obtaining a divorce. Rebecca was also supported through the CAF process by the VFM and a member of the project team. Through the CAF process, the family were provided with a carpet to cover the previously bare floorboards in their living room.

"The first thing we all did was come in and lay down on the carpet... because I had big old blankets and duvets and things down to sort of try and I tried so much."

Rebecca received a number of items from the resource pack to help with healthy eating and physical activity. Rebecca reported that an important part of the VFM's role was emotional reassurance and support that was offered. She felt that she had not been judged by the VFM and was comfortable to confide in her mentor about any problems or challenges she was facing.

"I haven't been judged, I know this might sound silly, funny but I've not been pitied either. It's just non-judgemental... I had a fear of people judging me or someone coming in and taking me kids or whatever. I've got no problem, even like a domestic thing, I text my mentor and say this has happened."

"I feel comfortable to be upset. I always felt that I was on public view"

In the past, when dealing with other organisations she had been fearful that talking about problems or challenges would lead to her children being taken into care. Talking about these challenges and receiving support had helped to create a much calmer family environment. Rebecca reported that working with the mentor had helped her to become more confident and understand that she is not alone in facing particular challenges and problems.

"[Opportunities for Families are the] first organisation that totally listens to you because they are a volunteer. It's a totally different feeling when you're dealing with people who are paid"

Rebecca described the process of doing the Rickter Scale multiple times. She felt that although the Rickter Scale did reflect the emotional turmoil in her life, she did not 'live by' the scores. Rebecca stated that when she looked back at previous scores she felt that she rated aspects of her life harshly.

The second time Rebecca participated in the evaluation fieldwork, as part of the final phase, she was making plans for her future. She expressed her desire to find work and not wanting to be dependent on benefits. She hoped to go to college in order to develop a career in alternative therapies and was pursuing this with VFM support. She reported that the support from her mentor had changed the lives of her and her family. She felt that the benefits would make a real improvement to her children's future.

Barriers include confidence in, and knowledge of, local provision. But there are also a range of different issues to emerge, emphasising the importance of support that is flexible and responsive rather than prescriptive. The ten LAIP local evaluations indicate that the barriers that parents and families faced are numerous, unpredictable and include:

- Lack of, and limited ability to pay for, transport limiting access to services and taking time and resources for those with big families in particular, where the needs of multiple people are difficult to manage (for instance, visiting different services in different places at different times);
- Lack of financial resources to pay for repairs and to address other housing issues that impact upon wellbeing, such as overcrowding or damp;
- Children and young people's behavioural problems, causing family and parental stress as well as the negative short and longer-term outcomes associated with these behaviours for the individuals demonstrating them;
- Lack of awareness of rights and entitlements, to benefits and to service access;
- Social isolation, with a lack of friends and community contacts;
- Geographical isolation, lacking access to services that are appropriate to their needs;
- Disability and health problems; and,
- Language and cultural barriers.

The Waltham Forest pilot worked with families from minority ethnic communities, including local Gypsy, Roma and Traveller populations. A multi-agency team (see Section 3 for details) provided home visits and used translation services to support the engagement of families with a range of community languages other than English. They worked with local services and professionals targeting and engaging these communities, including mainstream children centre provision and the local 'Gypsy, Roma and Traveller' education service, to reach out to and engage marginalised families often highly isolated from services and their local community. Other pilots engaged families and parents from minority ethnic groups by being aware of cultural issues and barriers, for example expectations around gender roles, and engaging with them (Hammersmith and Fulham, Islington, Westminster) through work organisations and professionals with this specialist knowledge. Another consideration of these pilots was ensuring staff were recruited that reflect these barriers. For the London pilots, this was in part about ensuring the needs of the local community were understood and addressed. For provision to be effective it should be culturally sensitive; to deliver this, it must be culturally aware. Specialist language and other support can then be accessed as part of an effective, holistic whole-family approach.

In North Warwickshire BOB the Branching Out Bus took services out to rural locations. In Kent, one project provided funds to lease two people carrier vehicles for children's centres serving rural areas in Swale, to provide transport to the centres but also to enable them to access other services and activities linked to them. The costs of leasing the vehicles was found to be cheaper than the costs incurred by the centres in reimbursing staff for the use of their own cars, which they had previously used for outreach activities and home visits. The vehicles were reported by children's centre staff to encourage families with shy children and those requiring more intensive encouragement to attend and engage with services. Support for parents with their parenting skills and providing leisure and positive activities for children was a feature of the barriers-focused support that LAIP programmes provided. Once issues with family relationships, linked to parenting problems or potentially risky behaviour of children or young people within the family, were addressed parents were able to consider their own aspirations and ways of moving forward. This was a finding in the local evaluations in Hammersmith and Fulham, Islington, Kent, Knowsley, Sefton, Waltham Forest and Westminster.

A common barrier that many of the LAIP programmes identified in their pilot design was access to affordable, flexible childcare. This is both childcare for children under 5 but also holiday provision and before and after school provision for school-age children. Hammersmith and Fulham, Knowsley (for Volunteer Family Mentors), Tyne Gateway (for Community Entrepreneurs and in some Community Projects), and Westminster all included funding for meeting childcare costs within their pilot models. Cornwall and Sefton expected childcare to be a cost their flexible funding supported. A local project in Kent provided funding towards establishing a nursery at a school so that young parents could return and continue their education. Two of the Community Projects developed by the Tyne Gateway Community Entrepreneurs are childcare-based. One to enable out-of-hours work and another to provide childcare for disabled children (see Box 8). Childcare was also a cost met from the Hardship Fund made available for front-line family workers.

Table 4.8 How different LAIP programmes supported childcare costs

Pilot	Support Provided	Take-up
Cornwall	Enabling Fund was available to meet these costs, by application on an individual basis.	35 awards made (8% of the total 475 awards).
Hammersmith and Fulham	Flexible Fund available to support Family Facilitators' work with parents.	83 families (36% of all engaged) accessed childcare for under 5s.
Kent	The Hardship Fund was able to meet childcare costs, although this was not a primary function.	Thanet: no awards. Swale: two awards. Parkwood: one award.
	Baby Moonbeams – a project in a	Five young parents (with 12 places

	school in Swale provided childcare for school age parents during term time.	available).
Knowsley	Childcare available for Volunteer Family Mentors to enable them to train, attend meetings and provide support to families.	Total number not known from pilot MI.
Sefton	Incentives and Rewards Fund available to address parents' barriers to work.	14 parents (12%) .
Tyne Gateway	Childcare available for the substantial range of training which took place for Community Entrepreneurs and several of the employability-based Community Projects.	Substantial (several dozen) but exact number not calculated.
	Everyday Childcare – Community Project developed to provide out of hours childcare.	14 parents in training to become childminders.
	Blossom Forth – a social enterprise in development, to provide specialised childcare for disabled children.	In early stages ofdevelopment.
Westminster	This was a core stream of the pilot programme, providing for six months of childcare costs once parents entered work.	63 parents.

Access to childcare was confirmed by the LAIP programmes to be a complex issue for parents and families, with several different dimensions that can interrelate. These can be summarised as:

- Affordability: childcare is expensive, particularly in London where four of the LAIP programmes were based, but across the pilot sites the cost of childcare in relation to entry level and part-time wages was consistently identified as a barrier to parents seeking to move towards as well as into employment.
- Awareness: parents can be unclear about the availability of local childcare and unsure of where to get advice and information (despite the presence of Family Information Services in every local authority).
- Confidence: parents can be unsure or concerned about the quality of available childcare and its suitability for their own children, and are therefore reluctant to access it.
- Availability: of flexible childcare that meets the needs of parents. Part-time childcare tends to be provided by half-days split into morning or afternoon sessions, and not across the middle of the day, when parents seeking work whilst older children are at school can require it, in evenings or at weekends.
- Funding: although some training and education provision is accompanied by childcare, this funding is linked to these courses rather than to the child or parent. Therefore, parents can be concerned about the impacts for their children of moving across multiple providers, compounding their concerns about quality in different settings, as children take time to settle into provision and to build relationships with childcare staff.
- Perception: parents' perceptions of the availability of affordable, accessible high quality childcare is important and cuts across the issues above. Even if childcare is available, parents can require support and encouragement to access it for their own children.

Although children's centres provide childcare, this was reported to be oversubscribed where available and at risk of coming to an end in some authorities' centres due to budget cuts (indeed, centres themselves were reportedly at risk in some sites). There were also

concerns amongst professionals and parents about the changes to Tax Credit eligibility (with the level reduced from April 2011) meaning fewer parents would have this to supplement their wages; and, the future introduction of the Universal Credit and the way that this may support childcare costs. The withdrawal of funding for childcare at the end of pilot support in a planned way, or due to the ending of the pilot period and with a lack of future available support, was a concern to parents that participated in the evaluation. Parents who had recently entered part-time, temporary employment on entry level wages were concerned about their ability to continue to meet these costs from their wages. This was despite their recognition of the long-term benefits through employment of increased wages and improved future prospects. In Sefton, pilot funding was assigned to meet all of the childcare costs until August 2011 for those in receipt of this support in January 2011, to enable parents to complete training, education and to support any employed (until this end date and thus promoting a manageable transition).

A feature of the Kent pilot was the provision of educational resources and programmes to build the literacy and financial skills of children and young people, and thus to build longer-term resilience to poverty. Better Reading Partnerships,[71] was identified as a proven scheme to improve underachieving children's reading ability. It was put in place in a group of primary schools in Thanet, with funding for teachers and teaching assistants to complete training, thereby promoting sustainability in schools identified as having greater than expected numbers of children with low literacy skills. 69 children participated from seven schools, with 93% of those for whom data is available (44) improving their reading age by at least seven months and 64% by at least 12 months. Another scheme promoted family learning, providing free family fun days with an educational element to encourage parents to think about learning opportunities for them as well as to engage in their children's learning. 571 families participated across the target areas, many of whom were participating for the first time.

Building children's financial skills and capacity for the longer-term was a focus of the North Warwickshire LAIP. Credit Union School banks were established (by the CDA worker, see Section 3) in 20 primary schools (against a target of 8, with one secondary school also involved) and a waiting list of schools to join the scheme. Pupils and parent volunteers are trained and supported to run the banks themselves, which are open for one session each week. Financial Literacy Workshops were also provided in primary schools once a year, usually in 'My Money Week' – a national government initiative to promote financial literacy – and also delivered by the CDA member of the pilot team. An average of 85 pupils in each of the six participating schools attended one of three workshops, which provided different activities for years 1 and 2, 3 and 4, or 5 and 6. There is also a waiting list for this provision. The evidence from both these evaluations indicates the potential of these school based approaches to engage pupils and to provide the skills for longer-term outcomes and preventing future barriers.

4.5 Innovation and Sustainability

Each of the LAIP programmes was established to provide innovation in addressing child poverty. The learning from the pilots was intended to inform future local provision, with effective practice mainstreamed or sustained beyond the period of pilot funding. Innovation in this context meant that features that were locally innovative were the primary concern, with national innovation secondary. Tailoring models of provision to local context; the socio-economic context but also the local landscape and history of provision, is important for effective practice.

Partnerships at strategic and front-line levels were one innovative feature identified by stakeholders that participated in the local evaluations. These stakeholders were commonly senior strategic managers in local authorities, including heads of local authority directorates and heads of voluntary and community sector bodies. Despite a focus upon increased partnership working across policy and practice for at least the last fifteen years, partnerships

[71] Better Reading Partnership was developed in 1996 by Bradford Council and has been used extensively with children from Years 1 to 7 as part of a reading recovery programme. Other users include schools in Derbyshire, Nottinghamshire, Bristol and Northern Ireland.

for the effective support of families and to address the child poverty agenda were consistently identified as new and therefore innovative. Most often, this was partnership working between adult and employment services and provision, and children and family services. Child and family services were identified as lacking a focus upon parents beyond family support issues and towards a focus on parental employment in particular. Conversely, adult and employment services were identified as failing to take account of adults who are parents, and the range of familial barriers that parents seeking to enter work can encounter, prompted by policy to address child poverty, was thus behind the design of many of the LAIP programmes.

A recognition of how these two aspects of local authority and their partners' provision can work effectively together around this agenda was identified to be one of the lasting legacies of the LAIP programmes. Strategic stakeholders have learnt about the mutual benefits of their provision working together around this agenda. Similarly, front-line practitioners have learnt about how working together can support their clients to achieve improved outcomes. It is important to recognise that despite previous initiatives to promote partnership working within local authorities and including voluntary and community sector partners, in all of the LAIP programmes partnerships at all levels took time and resources to develop. In some cases, LAIP partnerships were reported as remaining in development at the conclusion of the pilot. Nonetheless, the strong partnership basis across the pilots is illustrated by contributions to funding in five pilots and in-kind contributions by partners to all. All of the pilots also reported having provided learning for the LAIP authorities' child poverty strategies.

Following this, the models of support that LAIP programmes developed to support families and to support parental employment in this context – the flexible, holistic, resourced models referred to throughout this Section – are recognised as innovative. The welfare reform agenda begun under the previous government and now promoted by the coalition government through the Work Programme and Child Poverty Strategy (as outlined in Section 2) has these models at the fore. The pilot programmes therefore provide valuable learning in this context (and discussed in Section 5, Conclusion), and the outcomes that they have delivered are seen locally as supporting the initial pilot rationales – that these approaches were necessary to support the target groups and women and lone parents in particular.

Although models for employment support were common to the majority of the LAIP programmes, there were some notable exceptions. North Warwickshire's Branching Out Bus (BOB) built on previous local experience of providing outreach advice for benefits and financial support, but which had a low take-up and was seen as stigmatising. Kent developed an ambitious structure to develop local programmes alleviating poverty in the short term and building resilience in the longer-term. Co-production with local communities was one theme, perhaps best illustrated by the Bulk Buying project highlighted in Box 6.

Box 6: Co-productive approaches in the Kent Bulk Buying Project

Staff in the Social Innovation Lab Kent (SILK) have worked with a group of volunteers to support the development of a community shop in the Parkwood area of Maidstone, an area where *'being done to has become a way of life'* and *'members of the community are not natural volunteers'* (evaluation interview). Together they have shown how co-production can work to build a community run activity over a period of around 18 months with a group of local volunteers with limited experience at the outset.

Before the LAIP, SILK had been working with the community to consider what services and support would benefit from community action. A community event generated ideas and brought forward volunteers to consult on these and consider which to take forward. From this the idea to enable people to obtain bulky everyday groceries and household goods at lower prices and more conveniently emerged. Four volunteers were identified to take this project forward.

SILK staff have always made clear that they are there to help and support as equal partners and that the project belongs to the community. From the outset one member of the SILK team has been the central support to the group, guiding and assisting the volunteers through the stages of the project. From the outset the volunteers have been encouraged and enabled to take each of the steps themselves and to lead planning and delivery, working within the time constraints they have as parents. The team has generally met weekly to plan and discuss activities and roles have emerged with one of the volunteers acting as the lead.

The SILK member of staff has:

- Helped the volunteers set goals in the short and medium term so that the project has gone through the stages of testing the idea, making a business case for the LAIP funding, undertaking the preparation needed to run the activity and to start running and developing the community shop;
- Provided help and guidance to the group and individuals on how to solve problems and carry out the necessary tasks they have agreed to take on, whether it be about marketing, health and safety, or sourcing goods;
- Given them the skills and confidence to undertake tasks they would not be familiar with from public speaking to writing the business case and negotiating with businesses and partners such as the local school;
- Facilitated access to training; and,
- Talked through challenges that have arisen so that energy and enthusiasm is maintained and compromises and changes to plans can be made.

The support has reduced and changed over time. The number of volunteers has increased and the evaluation has found that the volunteers are evidently in control of the project.

This process, and the hard work and commitment of the volunteers, has:

- Ensured that the motivation and leadership came from the group from an early stage, as did the decision making. This has provided momentum and ownership;
- Provided resilience when problems arose. *'the group have had some knocks but they bounce back which is what they need to do if it is to be self-sustaining'* (SILK);
- Built on people's existing capabilities but grown their skills and confidence tremendously. *'I could not have imagined what I do now without thinking'* (volunteer); and,
- Changed their outlook on what they can do and their role in the community. *'I feel I can do other things and want to do them'* (volunteer).

The community shop has been open for some months based in a community room that has been created as a result of the project at the local primary school. Customers are gradually building in number, with the next stage of the project to build greater community awareness. Evidence provided for the evaluation indicates that customers of the shop save three to five pounds a week on their purchases.

Promoting, supporting and embedding new and innovative practice takes time and resources. In Westminster, implementing the 'keyworking model' required front-line staff from a range of organisations to develop a shared understanding of the aims of the pilot and of the resources made available. The pilot team found that it was not practical to develop a set of common tools for assessment, action planning and monitoring given the different organisational contexts and requirements for the different Keyworkers, although a common registration form was created. As a result, considerable costs were incurred through the time required from the pilot team once Keyworkers were in place to monitor and support their pilot activity, including collecting and collating monitoring and performance management data. Similarly in Kent, the scale of the programme provided considerable challenge for the central pilot team. The team itself experienced a great deal of flux through local authority reorganisation and changes in senior staff. As a result, at times the pilot team struggled to ensure that all of the requirements that they made of their four local programmes and the cross-cutting themes were met. To build capacity for sustained change, workforce development was one strand of the pilot, in common with Cornwall and Islington. Innovative

practice challenges established ways of working, which have often been entrenched over many years, and creates tension. Effective workforce development promotes the benefits of new practice and supports transition to new ways of working.

Box 7: Workforce Development: Effective Practice in Cornwall

The Workforce Development strand sought to embed a preventative and integrated approach to addressing child poverty within the children, young people and families workforce, and the partners they work with, across the county. The training was placed within a broader restructuring programme in place in the county, to transform the organisation of the workforce into locality-based multi-agency integrated teams. The training had the specific aims and objectives of:

- Raising awareness of the child poverty agenda;
- Increasing understandings of the role of different practitioners in identifying and addressing child poverty – including the role of Cornwall Works and the Enabling Fund;
- Making participants more confident when working with client groups experiencing poverty; and
- Enabling access to a wider network of resources to address child poverty in the county – and so leading to increased and more effective working across organisations.

The target groups were:

- Cornwall Council staff – with a specific remit for Children, Young People and Families – including Family and Parent Support Advisors, and a range of individuals based in Locality teams, Children's Centres and the Family Information Service;
- Other 'statutory' service providers – including health practitioners, family learning advisors and others; and
- Partners from civil society organisations – with remits ranging from supporting progress towards employment, housing providers and specialist projects.

A training package was developed which included a range of resources, for instance a DVD providing case-studies of families living in poverty and information about the range of resources available to support professionals' work. Guest presenters were also included to highlight the range of local provision to each event.

30 training sessions were delivered, with a mix of full (13) and half-days (17). These stand-alone events were organised in order to ensure that sufficient time was given to the training, and so that it was viewed as an important resource and not an 'add-on' to existing training or meetings. 473 professionals attended from over 40 organisations. 92% of 129 attendees surveyed reported that the training had raised their awareness of child poverty. Qualitative interviews with 20 attendees indicated a range of benefits for their practice, including increased confidence in supporting families in poverty and increased confidence in the ability of practice to make an impact with these families.

Kent's commitment to co-production was shared by the LAIP programmes in Knowsley and Tyne Gateway. In Knowsley, the authority has been exploring an 'innovation function' informed by the SILK unit in Kent that supported and informed their programme and the Bulk Buying project in particular. SILK commissioned research that suggested a typology of families, summarised here:[72]

Table 4.9 The typology of families that informed the Knowsley LAIP

Thriving	Mobile/aspirant; Professional/regular employment; 2 incomes; Varied social networks, dispersed/extended family.
Coping	Static; 1.5 incomes; Little income growth in real terms; Vulnerable to economic change but resilient and adaptable;

[72] SILK (2008) *Just Coping: A new perspective on low-income families*, Maidstone: Kent County Council.

	Long standing social networks, accessible extended family.
Just coping	Struggling, live week by week, just beyond the reach of social workers, sometimes single parents in extended families, aspire but not sure how to take it forward, low resilience, limited social networks, sometimes dysfunctional extended family.
Chaotic	Two broad categories: 1. As 'just coping' but in chaos, within the scope of agencies. Or 2. Thriving and consciously living outside of social norms. Benefits as a raft of income possibilities; Often strong extended family unit; anti society, anti-community.

Previous pilot programmes in the borough, developed through work with the Innovation Unit and NESTA[73], had indicated how 'just coping' families lack trust in statutory and targeted provision but will engage with local parents and members of their community or who had similar or shared backgrounds. The Volunteer Family Mentor programme developed by the Innovation Pilot moved away from the specific mentor provision of previous pilots – literacy and parent support – to broader family support. The local evaluation of the Knowsley LAIP confirmed the rationale of its design. It also demonstrated that 'just coping' families are a broad group, from 'only just coping' to 'almost coping well' with an associated range of issues to support. Although not 'chaotic', families engaged were found to often be in receipt of targeted interventions, including CAF processes to address quite high level need, but there was a lack of wrap-around provision to support parents and families through their engagement with this and other targeted services and processes.

Tyne Gateway's pilot developed a unique Community Entrepreneur model, training and then employing local parents to work in target communities – not always their own – to develop Community Projects that address barriers to work and promote routes to sustainable employment. In this way, co-production took place between the Community Entrepreneurs and the communities they worked within, supported by Senior Mentors from the public, private and voluntary and community sectors. A new Tyne Gateway Social Enterprise has been created to take the model forward and to support the development of the projects into social enterprises themselves where possible.

Box 8: Tyne Gateway Pilot's Range of Community Enterprises

Some 17 Community Projects were developed during the pilot period, with the intention of targeting up to 200 families with their activities. Building on a four stage process of consultation and engagement with communities (including promoting the projects, parents registering an interest with a specific project and engaging with the Community Entrepreneurs), the 17 projects developed included:

- Community energy advisors – where seven parents were trained to provide energy advice to families, with the aim of addressing fuel poverty, two of whom have been employed as Community Energy Advisors by South Tyneside Homes through the Future Jobs Fund. In addition all the Community Entrepreneurs received awareness training to signpost families to energy advice.
- Let's Save Together – featuring the creation of a savings scheme in four schools in an area

[73] NESTA is the National Endowment for Science, Technology and the Arts, an independent organisation supporting and promoting innovation, including in public service. The Innovation Unit was originally established by the Cabinet Office and is now an independent social enterprise promoting and supporting innovation in public services.

which has a high rate of door step loans. The project included the employment of a parent through the Future Jobs Fund.

- Piggy Bank/CU Next Week – this financial literacy and inclusion project comprised of two elements: - the Piggy Bank, a school-based incentivised savings scheme for children; and CU Next Week - a 'Home Collected Credit' service, applying Credit Union principles to replace the use of loan sharks and doorstep lenders. Four parents were trained in financial inclusion and two were employed through the Future Jobs Fund.
- Everyday Childcare – this project sought to raise capacity to reduce child poverty through a new delivery model for childcare that incorporates provision outside of the usual hours. In total, 14 predominantly BME parents received initial training to become childminders, with the aim of providing a childminding service outside of the typical 8am-6pm Monday-Friday times, probably through a self-employment route. This will allow more parents to take up employment opportunities where shift patterns operate.
- Will U? Won't U? U Choose! – this project sought to reduce child poverty through addressing the issue of teenage pregnancy. A total of 15 young parents were recruited to deliver a new teenage pregnancy peer-tutoring scheme to young people and parents through schools.
- Get Up and Go – this project provided intensive and incentivised support for families to increase access to services. It featured the engagement of 12 families and the development of a process of accessing services to support re-entry into education, training and employment opportunities, although the expected need for incentives did not materialise beyond the CEs engagement and mentoring role.
- On the Job - a total of 12 parents of school-aged children with experience of Jobcentre Plus were recruited as voluntary Jobcentre Plus Support Workers, providing an additional, more personalised service to families using Jobcentre Plus in both North and South Tyneside. However the potential for the role to be considered for paid employment was not seen as viable by the employer partners.

The projects featured inputs from a range of partners, and for the most part were in the early stages of implementation at the time of the final fieldwork period. They had, however, faced a series of challenges on their development, including:

- Developing the skills of the Community Entrepreneurs – which needed to be more broad ranging than initially anticipated, as well as putting additional requirements on the Pilot management team;
- The challenge of ensuring projects 'fit' within existing delivery structures and interests; and
- The effects of the recession and public spending – impacting on employers and their willingness to sponsor activities, and making the delivery of employment outcomes more challenging.

Table 4.7 presents an overview of the legacy left by each of the ten LAIP programmes. It shows that much of the pilot provision has indeed been sustained or mainstreamed beyond the end of the LAIP funding. It also shows that some has not been. In part, this is reported by local authority stakeholders as due to reduced budgets following CSR 2010. At the time of the final evaluation fieldwork in February and March 2011 (with funding ending at the end of March), some of the local authorities were still unsure about whether or not funding would be allocated to continue LAIP provision either in part or as a whole. Local authorities were allocating their reduced funds within their different Directorates throughout the early months of 2011. Yet, some of the pilots were able to make early and sustained commitments to continuing pilot provision. An analysis of the different LAIP programmes suggests that of central importance to this and to the commitment to build on the learning from pilot provision was the strength of the strategic governance arrangements in place. Strong links to strategic structures encouraged 'buy-in' from those involved at all levels, and that those closer to pilot provision had a direct means to promote the learning from the pilot and to influence decision makers in local policy structures that were receptive to this. These structures also facilitated an ongoing focus upon sustainability. Within this, strong pilot leadership was required at the strategic level, but also at the pilot management and delivery level. Strong pilot leadership ensured clear plans were developed, key milestones were delivered and supported the effective ongoing review, reflection and strategic engagement that emerges as key to sustainability (as well as delivery).

Box 9: Islington's Sustainability Focus

The Islington LAIP had a focus upon sustainability from the outset of the programme. The explicit aim of the pilot was to change mainstream practice across local authority services working with low-income families and to provide more effective services to address child poverty. A Child Poverty Programme Board brought together the Directors of all of the authority's service directorates and was chaired by the council's Chief Executive.

The early experience of the pilot, in the first few months of delivery, indicated the scale of the challenge. The services provided by different directorates were 'process-mapped', exploring how low-income families were engaged and then supported. An expanded 'Sustainability Team' was created, with 3 full time staff.

Six core services were identified and mapped to determine potential contributions to addressing child poverty: Income Maximisation; Family Information Service; Benefits Joint Visiting Team; Adult and Community Learning; Islington Working; and Islington Working for Parents. The children's centres were also added as a seventh core service following discussion amongst service directors sitting on the Child Poverty Programme Board.

Following the mapping, the Sustainability Team worked with the services to identify ways in which their provision could be changed and new models were agreed and put in place. At the Board, service directors agreed to the inclusion of child poverty objectives across their strategic 'Service Plans'. In total, 70 objectives were included. Since this was achieved, the authority has undergone a review of structures, and therefore the way in which these objectives are included in the future will change. However, child poverty has been adopted as one of three cross-cutting themes for the authority's new outcomes-focused Performance Framework.

In addition, a range of resources have been created to accompany training that was provided for staff following service mapping, in order to raise awareness of child poverty and effective practice to address it. The average training session was approximately 3.5 hours with various formats utilised to suit local circumstance. Three key documents - 'Parent Guide', 'Staff Toolkit' and 'Key Services' - were also produced as guidance for parents and staff, in support of a 'no wrong door' policy: whichever service parents access across the council, they are considered for broader support and information and guidance provided.

Finally, the pilot's contribution to the authority's ground-breaking work to bring data together to provide intelligence about the local community and to enable the identification and targeting of low-income families, including information about their use of services, leaves a significant legacy for all of the authority's directorates as well as the children's centres who will now be required to use it to inform their outreach.

Islington are a site for the new Community Budget pilot, exploring ways of joint working and pooling budgets to provide more effective provision for disadvantaged families. The learning from the pilot's 'Islington Working for Parents' employment support strand and the partnerships developed are providing the base for a new 'Parental Employment Partnership' between the authority and Jobcentre Plus, with services delivered from universal and thus accessible settings.

An important dimension for promoting sustainability is the need to provide strong evidence of effective practice as the basis for informed learning. An area of weakness for many of the pilots has been the development of rigorous systems for the collection of management information and performance management data. On the one hand, pilots were established to explore new provision and for some this included exploring appropriate techniques for recording and monitoring family outcomes. On the other, the lack of a central requirement to collect a core set of data across the pilot has hampered the ability of the evaluation to provide some comparative analysis of outcomes, and a cost effectiveness of the common features of different pilots in particular. Notwithstanding this, the LAIP programme has been a true pilot programme, with local authorities given the freedom by CPU to develop truly innovative local practice, and the structure of ongoing formative local evaluations and a national synthesis of these has provided a strong evidence base for future provision to address child poverty.

Table 4.10 Beyond Partnership: Legacy of LAIP Programmes

Pilot	Legacy
Cornwall	▪ The Enabling Fund has been continued by Cornwall Works and continues to be available to all professionals supporting parents and families. ▪ The Workforce Development Programme has been continued as part of the transformation of children and family services and sustained focus upon child poverty. ▪ The Housing Pathway is to be continued by the housing association partner following a successful application for internal funding, and is being extended to include other social housing providers and the local authority housing department.
Hammersmith and Fulham	▪ Funding for continuation of childcare for parents in receipt of it in March 2011 secured from local 'Childcare Matters' fund (linked to Westfield retail development and local colleges), to enable completion of training. ▪ Tendis – the social enterprise who delivered the Family Solutions provision – providing more family-focused employability support informed by pilot learning. Financial advice and support a core element, provided by partnership with CAB. ▪ Children's Centres now to include an employability service as part of borough-wide review and reconfiguration. ▪ Child Passport system completed and further investment for implementation being sought by local authority.
Islington	▪ Child poverty one of three cross-cutting themes for the authority's new performance management framework. ▪ Child Poverty Board continued, and will oversee new Community Budget Pilot directly informed by pilot learning. ▪ Key features of delivery – namely the use of data warehouse intelligence to target provision and a tailored, intensive form of early intervention support for parents – will be retained to be funded using core budget in the future.
Kent	▪ Learning about locality based commissioning and effective approaches to supporting disadvantaged families taken forward into new Community Budget Pilot. ▪ Range of partnerships developed through the programme supporting the continuation of seven of 18 projects highlighted by the local evaluation – including new Family Group Conferencing. ▪ Materials for workforce development, education resources and improved skills and awareness across the children and families workforce.
Knowsley	▪ Volunteer Family Mentor (VFM) model mainstreamed into the authority's children's centres. At least two VFMs to work from each children's centre, managed by senior staff and provided with resources to support their engagement including childcare. ▪ Two new pilot models, exploring volunteer children's centre outreach and family literacy models. ▪ Ongoing 'innovation function' within the authority will take forward the learning in continued activity to review new and more cost effective ways of providing public services.
North Warwickshire	▪ BOB the Branching Out Bus to be continued, with one permanent adviser providing IAG and CAB and other services expected to use the facility on an

	ongoing basis. ▪ School banks continued by volunteers and school staff.
Sefton	▪ Two of three Family Coach posts continued following successful application for ESF funding, for an initial six month period. One in Southport continuing to support parents post-pilot, one in another area of the borough piloting school-based provision. ▪ Economic Development service now includes parents as a target group. ▪ New client registration system in employment services to identify parents from families who would benefit from family-focused barriers support.
Tyne Gateway	▪ The Community Entrepreneurs and Community Projects are continuing to be funded to March 2012, within the remit of a newly created Tyne Gateway Social Enterprise, allowing more time for the projects to prove themselves and to develop sustainability.
Waltham Forest	▪ New Early Intervention and Prevention Service directly informed by pilot to consist of area-based multiagency teams with Family Support Advisers, who have the same role as those within the pilot and a social worker. Cross-cutting team of housing officer and benefits officer. ▪ Commitment to home visits from housing department.
Westminster	▪ Financial adviser posts and childcare information officers in children's centres to be continued. ▪ Working Families Everywhere pilot to fund five posts coordinating support for parents, informed by the learning form the pilot. ▪ Community Budget Pilot to include employment support and to develop a family-based model of outreach employability advisers in children's centres, informed by pilot learning. ▪ Use of authority's Discretionary Housing Payment to continue to be used to provide transitional housing support for parents entering employment.

4.6 Summary

In this Section the themes that emerged during the formative stages of the evaluation have been confirmed through the final findings as features of effective practice. The discussion has drawn on findings from across the local evaluations of ten pilot programmes that whilst sharing some common features, were diverse in their context and detail of delivery as well as including some unique examples.

The demand for support from parents in low-income families is clear, in relation to both the employment and employability support at the heart of most of the pilot programmes (Cornwall, Hammersmith and Fulham, Islington, Sefton, Tyne Gateway, Westminster) but also in relation to the broader family based support that these pilot models included and that were the primary feature of others (Knowsley, Waltham Forest). Parents face a range of familial barriers in seeking a return to work. These can be practical – skills, the need for childcare – but also related to personal and family circumstance and experience – a lack of confidence, concern about the involvement of professionals. It is also clear that the lived experience of poverty and the day-to-day existence of living on a low income demands parents' attention and limits space for aspirations and planning. Addressing child poverty in a sustainable way requires support for parents towards and into employment. But it also requires work to address the immediate impacts of poverty, as these contribute to the barriers that parents face in progressing towards improved outcomes.

Effective approaches are flexible and holistic, and coordinated by a keyworker who has access to resources to meet costs incurred in accessing services and engaging with employability activity as well as employment. Engaging parents requires skilled staff who

can work in partnership with parents and families through a relational approach that develops over time from an initial assessment of strengths and needs. Partnership and joint working is required and takes time to develop. For child poverty to be recognised as a shared agenda, strong leadership is required at both strategic and operational levels.

Leadership is important for the success of innovation. Delivering and learning from innovation requires strong structures for management and review, using data and evidence to inform development in a context that allows and encourages amendment and review. Although the changed context for local authorities and their reduced budgets has created challenges for sustainability, the LAIP programme has left a promising legacy and strong evidence for future policy and practice.

5 Conclusion

This report presents the final findings from the national evaluation of the Local Authority Child Poverty Innovation Pilot (LAIP). The report has provided background information about the LAIP programme and the evaluation design. An overview of the context for the programme, nationally and locally, has also been presented. Following a summary of each pilot's aims, features, achievements and costs, the findings from a synthesis of the evaluations of each of the programmes have been discussed. This discussion was organised around a set of cross-cutting themes that were identified early in the evaluation as 'emerging messages', and that the final evaluation confirms as 'evidence of effective practice'. This final section presents conclusions about the key findings from the evaluation of the LAIP and considers the learning provided for the three core themes of the national Child Poverty Strategy.

5.1 Synthesis Evaluation Key Findings

- The evaluation findings support the centrality within policy for child poverty and welfare reform that flexible and holistic approaches are required to support parents and families. It also highlights the challenges in delivering these approaches and the resources that are required.
- Overall, the pilot programmes met or exceeded their targets for parents and families supported and for the outcomes that they aimed to achieve, although there were exceptions. There was a high demand for all of the pilot provision whether providing intensive family support, intensive family-focused employment support, supported signposting and information, or community-based models of provision.
- Employment outcomes are one area where results were mixed, although employability targets were exceeded. The economic downturn was identified by evaluation participants as limiting the opportunities for the parents that they sought to assist into work, and this is supported by the socio-economic data provided in Section 2. This raises questions about the longer-term prospects of parents who have had their skills and employability increased.
- The pilots indicate that there is a lack of broad and responsive provision that can support families to identify and address barriers to improved outcomes. Addressing these barriers increases wellbeing for family members and the family unit as well as providing the basis for progression. Targeted interventions often fail to look beyond the focus of their activity, meaning that where a member of a family is engaged their wider and family('s) needs are not recognised or addressed.
- Data and local professional knowledge should be used to understand local communities and their characteristics, in order to target provision. Developing this intelligence enables the families most at risk of poverty to be targeted as well as those living in the areas with the highest levels of deprivation. The LAIP programme includes two programmes with a strong focus upon new ways of using data in this way (Islington and North Warwickshire). But data is also an essential element of understanding and supporting parents. Concerns about data sharing between agencies are addressed when a single keyworker holds responsibility for coordinating support and reviewing progress: they support parents to access appropriate support and only share what is agreed, whether or not they are within a multi-agency team. Parents will consent to their data being shared within these structures. Collecting data is also important for reviewing and demonstrating progress and longer-term effects.
- The LAIP programmes have been developed and delivered in a true pilot ethos, with local strategic and delivery arrangements that enabled ongoing reflection upon progress and learning and the amendment of delivery as a result. CPU have provided flexible and responsive support, encouraging and embedding these approaches. This has provided the context for the pilot to leave a lasting legacy across the LAIP authorities. Developing and supporting effective structures takes time and resources.

- Time is an important element for pilot provision. Time is required: to explore and develop new provision; to develop strategic and operational partnerships; to support and embed new ways of working; to identify, target, and engage parents and families; for the full range of barriers that parents and families face to emerge; and, to support parents and families towards improved outcomes.
- The context for pilot provision is important. By autumn 2010 the LAIP programmes were in full delivery, following early delays. The CSR 2010 then announced budget cuts for local authorities in order to tackle the national budget deficit. This created an uncertain context for the final stages of the pilot. Local authorities were unsure about the final budgets for different directorates, and then for allocation within directorates, until January and February 2011. In some cases this meant that pilot delivery was hindered as there were concerns over the long-term support that would be available for parents and families newly engaged. With a more certain future for pilot funding, more parents and families would have been engaged by pilots, as there would not have been the same concern about available support post-March 2011, and therefore more outcomes would have been achieved. Delivering a successful pilot, including the ability to navigate changing contexts, requires strong governance and strong leadership.
- The messages of effective practice that emerged in the earlier stages of the evaluation have been confirmed:
  - The need for a range of techniques if targeted parents are to be reached and engaged, and the effectiveness of outreach, including that delivered by parents from or with similar backgrounds to, targeted communities;
  - The effectiveness of packages of support for parents seeking to enter or re-enter employment that are flexible, resourced, and understand them as parents rather than adults who may or may not have children and caring responsibilities;
  - The need for flexible, accessible resources that can provide immediate alleviation from the impacts of poverty as well as support progression to more sustainable and long-term outcomes;
  - The importance of flexible coordinated approaches that are parent-led and identify the barriers to their and their families' progression to improved outcomes;
  - The lack of confidence that many parents have in accessing local provision, when they are aware of it, and the need for supported signposting that builds self-reliance;
  - The demand for money and debt advice and the impact that this can make on individual and family wellbeing;
  - The importance of skilled staff, able to support parents and families from a range of backgrounds in an appropriate, (culturally) sensitive way through a persistent, relational and trust building approach;
  - The challenges of developing new and innovative practice, and of workforce change to support and embed this; and,
  - Community capacity building and co-production approaches are well supported by local stakeholders and can have a transformational impact upon those engaged in delivering provision in their communities, but supporting this development requires dedicated resources.

5.2 Learning – The Themes of the Child Poverty Strategy 2011

Section 2 outlined the themes of the Child Poverty Strategy 2011. This section of the report considers the learning that emerges from the evaluation of the LAIP for each of the three themes that underpin 'the new approach', for national and local authority policy and practice.

5.2.1 Supporting families to achieve financial independence

This theme is intended to promote employment as the key to improved outcomes for children, young people and families. It recognises that there are disincentives to work for

some and promotes flexibility and approaches that remove barriers and that reward employment as the route out of poverty. This theme also recognises the importance of financial management and the problems associated with debt.

- There is a demand for employment support that is family focused and understands parents as parents and not as adults who may or may not have children. Parents are motivated to find work to improve their and their children's life chances and to achieve financial independence. But they can lack confidence in, and awareness of, provision that can help them address their barriers to work and support their progression towards work. The barriers that parents face can be multiple, complex and unpredictable. Flexible approaches, delivered by a keyworker or coordinated from a single point are effective and need to provide resourced and long-term support along a clear progression pathway. Parents are different distances from the labour market and provision must be responsive to this. Women may be further from the labour market and face key family barriers, due to their primary caring responsibilities. Providing flexible, long-term, family-focused support may be particularly important for this group.
- Financial problems and debt are an important barrier to work – parents are unsure about the impact that returning to work will have on debt and on receipt of benefits; and, debt and financial problems themselves can place huge stress on parents and family life and inhibit progression in their own right. But, financial problems themselves are not necessarily enough to prompt people to seek help. Support with debt and financial problems needs to be sensitively promoted and delivered if it is to engage parents and encourage them to disclose their situation. Parents may not be aware of their full benefit entitlement, and the benefits system is complex and requires specialist knowledge. Provision with these characteristics is difficult to deliver, requires skilled practitioners and is in high demand where available.
- The need for flexible, affordable childcare is a key barrier to employment. Childcare is expensive and parents entering work for the first time or after time away lack the resources to pay for deposits and other upfront charges. Childcare can also be difficult to afford due to low wages. Parents are happy to use quality childcare and to pay for this, and recognise the long term benefits to them and their family that come from employment. Parents also see benefits for their children from attending childcare settings. But there is a lack of childcare outside of standard working hours and in different packages than a day, morning or afternoon. Local authorities can broker childcare, but they have limited influence on the market. There is also a lack of childcare for training and employability activity. Where this exists, it is over-subscribed and limited. Parents have concerns about their children accessing different settings at different times, and funding could be provided for parents and their children, rather than for the employability and training provision.

5.2.2 Supporting family life and children's life chances

This theme recognises that poverty is about more than income alone and seeks to ensure that the broad range of issues that can impact upon life chances are recognised and addressed. It promotes support for parents and parenting, early intervention (particularly in the early years and with those families with complex problems) and highlights the need to deliver improved educational and health outcomes for long-term changes in poverty.

- Parents and families can lack confidence in provision and time needs to be given to engaging them and building trust. Existing providers can provide engagement and referral routes, particularly to more marginalised communities. But, these providers can also lack trust in new provision, particularly that which might not be available in the longer term. They can also see it as a threat. Therefore, similarly, time needs to be given to engaging them and building their trust and confidence. Flexible offers are required, tailored to parents and families so that trust can be built over time and so that provision can adapt to circumstance.
- As with employment, the barriers that prevent parents and families progressing to broader improved outcomes can be complex. Nonetheless, even where they are relatively straightforward parents and families can lack confidence in and awareness of

provision that can help them. Services therefore need to take a range of approaches to targeting and engaging parents, and need to think about outreach and mobile provision. The lived experience of poverty and life as a low-income family can present a day-to-day struggle with little time and space for reflection and a limiting effect on aspirations and self-esteem.

- There is a gap between universal services and more targeted provision that is often not addressed by mainstream services aiming to improve wellbeing and life chances. Targeted interventions can fail to look beyond the focus of their activity, meaning broader support needs are unmet. Universal provision fails to provide the additional support that some families need. Keyworkers or staff who are able to coordinate a range of provision and supported signposting can address this gap, improving outcomes for families. Providing support with one or two issues can bring significant benefits for the family as a unit and for the individuals within it. Small amounts of resources can bring important impacts; they also support engagement in progression pathways by demonstrating commitment and acknowledgement of need. Resources provided as part of a progression pathway are more likely to lead to sustained change.

5.2.3 The role of place and transforming lives

This theme concerns the services that are available to children and families and the communities that they live in. Central to this theme are the Government's commitments to localism and the Big Society, which promote locally appropriate activity and the involvement of a wide range of partners – including communities themselves. Effective local planning and delivery requires good data, and new ways of recognising and rewarding the achievements of local authorities and their partners (such as 'payment by results').

- There is evidence from the LAIP that community-based models of provision can be an effective way of engaging parents in delivering provision to others and bringing significant benefits to those involved in delivery. Parents recognise the benefits to them and their communities of volunteering, and whether in voluntary or paid roles many are motivated by a concern to help their communities or others with a similar background or experiencing similar events or problems as they have. But, supporting these community members takes time and resources. Not everyone wants to work in their local community and what emerges as of primary importance is a shared background and empathy rather than a necessarily shared geographical locale. It is also important to recognise that because these parents can be close in circumstance and experience to those that they are intended to support, they share the same barriers and these may not all have been resolved to the extent that they may appear or presented to be. Flexible, skilled and resourced support is required. For volunteers to hold responsibility and to work safely with families, rigorous policies and procedures must be in place.
- To support parents and families effectively, locally accessible provision must be in place. This might be provided through outreach and mobile models. Keyworkers can coordinate, broker and support access. Local provision should also be commissioned on the basis of detailed community needs assessments, to ensure that is appropriate to local contexts – across and within local authority areas. These take time and must be structured, resourced and involve a range of partners. Data should be used creatively, to gather intelligence of local communities and to inform targeting and the design of services. Data is also required to monitor performance, effectiveness and value for money and this must be invested in from the outset.
- Partnerships are required for effective provision – at both strategic and operational levels. Joint working brings improved outcomes for all partners, but can be difficult and time-consuming to develop. Despite being promoted across policy for at least ten years, true and sustainable partnership working for families is underdeveloped in local authorities. Children and family services and employment and employability provision need to come together for effective work policy and practice to address child poverty.
- Local authorities have a role to play in working with employers to promote family-friendly and flexible employment within their employment brokerage functions. However, local authorities have limited capacity to influence employers within more macro socio-

economic circumstances. The impact of a reduced or restrictive labour market must be recognised in strategies to address child poverty.

5.2.4 Further learning

Away from the child poverty strategy, there is some broader learning from the evaluation that is relevant to the broader policy context, as well as for future pilot programmes.

- There is clearly learning from the evaluation about the challenges for new Work Programme provision. These services will target those furthest away from the labour market, with payment by results. The evidence from the LAIP evaluation suggests that where those targeted are parents, provision will need to have the flexible, resourced and barrier focused characteristics described above. The local labour market will be an important factor and there is evidence from the evaluations reported here that sustainable flexible employment can be difficult to find for parents exiting employability programmes and employment support.
- The complexity of the benefits system leads to errors in awards, confusion about entitlement and uncertainty about the impacts of a return to work. The introduction of the Universal Credit is intended to address these issues. How childcare is to be incorporated remains to be resolved and the importance of this cannot be underestimated. It will also be important that the roll-out of the new system is supported by training for professionals who provide information, support and guidance to ensure that they have the knowledge required to support parents effectively and to promote an informed return to work. It is also important to acknowledge that any errors made to a single benefit award have the potential to cause significant problems for those who rely upon it.
- The LAIP was a successful pilot programme, bringing benefits to parents and families who were engaged by new and innovative support but also for the participating local authorities who led their pilot and their internal and external partners. The stakeholders involved have been committed and the in-kind contributions demonstrate their determination to make LAIP a success. The success of the pilot programme is also due in part to a well-resourced, formative and intensive evaluation that has provided an evidence base to promote and support reflection and development. At a local level the evidence base that has been created has been central to the ability of the pilots to gain support for further development and sustainability. Nevertheless, whilst a burdensome and restrictive requirement for monitoring and performance management data could have had a negative impact upon delivery, the lack of comprehensive and comparable data has hindered the national evaluation and a comparative analysis of costs and value for money in particular. This is a tension for new localised delivery – local flexibility without an overarching structure risks local data that can be weak within a national framework.

ANNEX

Annex Notes on Cost Effectiveness Analysis

This Annex provides background information about the Cost Effectiveness Analysis (CEA) commissioned as part of the national evaluation of the Local Authority Child Poverty Innovation Pilot. CEA was intended to inform the evaluation of the initiative by assessing and as far as possible comparing the costs of the individual pilots in meeting their objectives.

The Annex sets out the objectives of the CEA, the issues that were involved in undertaking it and the caution that must be taken in interpreting the results presented. A set of notes relating to the costs analysis presented in Section 3 are then provided, setting out how in-kind and development costs were accounted for.

Objectives

CEA involves compiling data on the costs of activities and on their effectiveness (measured in terms of outputs, outcomes and/or impacts) and calculating appropriate ratios to measure the unit costs of the results achieved.

Specifically, the CEA aimed to:

- Understand the full costs of implementing the pilot programmes;
- Examine the unit costs of delivering LAIP activities and outputs, and compare these as far as possible between pilot programmes;
- Analyse the costs of the outcomes delivered, comparing these between pilots as far as possible;
- Inform the potential roll-out of the piloted activities by assessing the unit costs of implementation; and,
- Inform the wider use of CEA by CPU and its partners, by highlighting the methodological issues and challenges, identifying strengths and weaknesses and identifying implications for future work.

In the evaluation design at the inception of the LAIP in March 2009, it was hoped that the CEA would enable a full analysis of the cost effectiveness of the different pilots to be undertaken. In practice, it became apparent that this ambition would need to be scaled back somewhat, because:

- A lack of systematic monitoring of outputs and outcomes from some of the pilots limits the scope for analysis; and,
- There is great variability in the pilots and their approaches, making comparisons of outputs and outcomes difficult, even where data are available.

Ultimately, the pilots were seeking to meet common objectives in tackling child poverty. Over time, and with adequate monitoring and evaluation, it would be possible to assess their cost effectiveness using common indicators (e.g. cost per child removed from poverty). However, at this stage, it is only possible to assess outputs and intermediate outcomes, which involves working with a variety of disparate indicators which vary between pilots according to the approaches they have taken.

The analysis that was possible presents an assessment of the overall costs of the pilots and their activities, and relates these costs as far as possible to the outputs and outcomes recorded.

Method

The CEA followed a series of common steps for each pilot:

- Details of **financial expenditures** by each pilot, including contributions both from CPU and other partners, were been compiled and presented;

- Estimates were made of additional **in-kind costs** involved in the delivery of the pilot activities. Each of the pilots required resources additional to those costed in the core budget (and funded by CPU). These included time inputs from staff in partner organisations, for delivery of activities, programme management and attendance at programme board meetings; provision of venues and office space; time provided by attendees of training sessions; and time taken to make referrals from other services. In some cases these costs were estimated by the pilots, and in others GHK has made estimates in consultation with the partners, using standard costing approaches;
- The financial and in kind costs were summed to give the **total costs** of each pilot. Estimates were made of the costs of delivering each of the main activities of the pilot, in order to relate these costs to the outputs and outcomes delivered. Some pilots provided breakdowns of costs by activity, while in other cases GHK estimated these based on information provided by the pilots. Costs related to programme management were allocated proportionately between the different project activities;
- Data on **outputs and outcomes** for the main activities undertaken by the pilot were identified from the management information provided, and related to the activities delivered and their costs;
- The **unit costs of delivery of the main outputs** were estimated, by dividing the cost of each activity by the output delivered;
- The **unit costs of delivery of outcomes** were estimated by dividing the relevant costs by the outcomes recorded; and,
- **Comparisons between pilots** were made of the unit costs of outputs and outcomes, as far as possible.

The detailed assumptions employed in the analysis included in this final synthesis report are itemised in a sub-section below, 'Notes for the Costs Analysis included in Section 3, Local Authority Child Poverty Innovation Pilot Programmes'.

Not all of the analysis has been used, due to a number of methodological issues.

Key Issues

The following methodological issues arose from the analysis:

- **Gaps in output and outcome data** for some pilots and some activities made it impossible to undertake a full analysis of the costs of outputs and outcomes delivered;
- **Variability in the intensity of activities** meant that caution is needed in interpreting and comparing the output and outcome data and the associated cost ratios. For example, variations in the intensity of training and in the degree of support provided to families affect the costs per output delivered, while the costs of reported outcomes such as increased wellbeing or enhanced skills can be expected to vary accordingly;
- **Development and delivery costs**. It is helpful to distinguish between the costs of development and the costs of delivery of piloted activities. While some pilots began to deliver their core activities at an early stage, others underwent a longer developmental stage before the delivery of outputs began. This can be expected to affect the unit costs of the outputs delivered, and hence the potential costs of rolling out these activities in future. For each pilot we have identified whether there was a significant developmental stage, and, where this is the case, examined the effect on the unit costs of outputs and outcomes delivered;
- **Additionality of the outcomes reported** is a significant issue. The MI reports the gross outcomes of the pilot activities and no assessment is available of the extent to which these can be attributed to the activities themselves. Deadweight is likely to be a significant issue for many of the pilot activities. For example, several pilots report the number of beneficiaries entering employment after receiving support. It is likely that some of these beneficiaries would have found a job even without the support provided. Therefore while the costs per gross job outcome can be estimated, it would be incorrect

to claim that the CPIP investment alone had led to the outcome recorded. For this reason caution is needed in interpreting the unit costs of outcomes[i];

- **Gaps and discrepancies in financial data**. The analysis has been based on financial data provided by the pilots. In many cases these are provisional estimates. While all pilots are understood to have spent all of the funding provided by CPU, for some the figures provided fall short of the budgeted expenditures. Those for which there is a significant gap between budgeted and documented expenditures include Waltham Forest (£104,000), Islington (£93,000), Hammersmith and Fulham (£78,000) and Westminster (£48,000). It is possible that the full costs of the activities delivered are under-recorded in these cases;
- **Incomplete costs** are also an issue for many of the pilots. In many cases pilots have not acted in isolation and have drawn on other (existing) support services, such as training programmes, benefits and healthcare. In these cases the recorded costs reflect the costs of facilitating access to these services among targeted beneficiaries, rather than the full costs of service provision. It is beyond the scope of the evaluation to assess the full costs of these services. Therefore **care is needed in interpreting the results** – for example the recorded cost per person helped into work should not be regarded as the full cost of the employment outcome but merely the cost of facilitating that outcome among the targeted beneficiaries.

For these reasons **the analysis should be regarded as indicative only**. It helps to highlight key issues in examining the relationship between the resources expended and results achieved, and to facilitate some comparison of these relationships between the pilots. The **results should be treated with caution** and care is needed to avoid jumping to premature conclusions.

The estimated costs of delivering the pilots underestimate the true costs of the support provided to families targeted by the ten programmes. Most pilots utilised existing support services – such as those relating to training, employment, housing and benefits – in providing support to target families. The estimates include only the costs of activities delivered by the pilots, not those of operating the services to which targeted families were referred.

Costs of the Ten Pilots

This report has estimated the overall costs of delivering the 10 pilot programmes. Each of the ten pilots has utilised additional resources to those funded by CPU:

- The budgets for five of the ten pilots included financial contributions from local partners;
- All ten pilot programmes benefited from uncosted, in kind contributions from partners. These typically included additional staff inputs, the time taken to attend board meetings, and provision of venues and office space.

Overall, the costs of delivering the ten pilots are estimated at £10.7m, compared to the CPU contribution of £9.2m (Table A.1). This suggests that the pilots involved additional expenditures of £0.16 by local partners per £1 allocated to the programmes by CPU.

Table A.1 Costs of the Pilot Programmes

Pilot	CPU Financial Contribution	Partner Financial Contribution	Partner In Kind Costs	Total Costs	Total Costs as % of CPU Contribution
Cornwall	£455,404	£45,000	£136,430	£636,834	140%
Hammersmith and Fulham	£997,420	-	£38,450	£1,035,870	104%
Islington	£1,253,012	-	£432,737	£1,685,749	135%
Kent	£1,375,065	£82,877	£225,407	£1,683,350	122%
Knowsley	£297,117	£20,000	£60,520	£377,637	127%
North Warwickshire	£299,565	-	£131,000	£430,564	144%
Sefton	£1,033,048	-	£15,540	£1,048,588	102%
Tyne Gateway	£1,647,500	-	£19,360	£1,666,860	101%
Waltham Forest	£861,750	£2,280	£16,884	£880,914	102%
Westminster	£974,861	£218,946	£66,050	£1,259,856	129%
Total	**£9,194,742**	**£369,103**	**£1,142,378**	**£10,706,223**	**116%**

The partner financial contributions and estimated in kind costs vary widely between pilots, with the estimated total costs ranging from 101% of the CPU financial contribution in Tyne Gateway to 144% in North Warwickshire. These variations reflect differences in the ways in which the funding bids to CPU were structured, with bids varying in terms of the range of costs included and the degree to which the partners offered to make their own financial contributions to the proposed activities. They also reflect variations in the types of activities delivered. In kind costs were high for those pilots involving significant levels of uncosted staff time (Islington, Kent, Cornwall, North Warwickshire), participation in workforce development (Cornwall, Islington, North Warwickshire), referrals from other services (Cornwall), and involvement of volunteers (Knowsley). The Sefton, Tyne Gateway and Waltham Forest pilots were relatively self-contained, with low in kind costs, and the CPU funding a large proportion of the recorded costs.

These estimated costs of delivering the pilots underestimate the true costs of the support provided to families targeted by the 10 pilot programmes. Most pilots utilised existing support services – such as those relating to training, employment, housing and benefits – in providing support to target families. The estimates include only the costs of activities delivered by the pilots, not those of operating the services to which targeted families were referred.

Assessment of Cost Effectiveness

While it has been possible to estimate the costs of delivering each of the ten pilots, assessing their cost effectiveness has been more problematic, because of gaps and inconsistencies in data on outputs and outcomes, as well as the variability of activities and their intensity between pilots, limiting the scope to make comparisons between them.

Table A.2 summarises the extent to which the unit costs of outputs and outcomes can be assessed for each of the pilots.

Table A.2 Assessing unit costs of outputs and outcomes for the pilot programmes

Pilot	Output	Outcome
Cornwall	Costs per unit of output are estimated for the Enabling Fund and Workforce Development Strands; outputs are partially recorded for the Housing Care Pathway.	Monitoring of outcomes was partial and incomplete, so no meaningful assessment of the costs per unit of outcome can be made for any of the activities.
Hammersmith and Fulham	The average cost per family supported, and per output recorded for supported families, has been estimated for the Family Solutions strand.	The average cost of employment outcomes has been estimated for the Family Solutions strand.
Islington	Average costs have been estimated for beneficiaries supported through the Islington Working for Parents strand and for trainees supported through the Sustainability strand.	The average cost per employment outcome has been estimated for the Islington Working for Parents strand.
Kent	Outputs are estimated for a range of different project activities, and the average cost per output has been estimated. However, these outputs relate to disparate activities and the resultant unit cost estimates are difficult to interpret.	No systematic recording of outcomes took place.
Knowsley	The average cost per Volunteer Family Mentor and per family supported has been estimated.	The average cost per employment outcome has been estimated for Volunteer Family Mentors and beneficiary families.
North Warwickshire	The average cost of enquiries to the Branching out Bus can be assessed.	No monitoring of outcomes took place.
Sefton	Lack of comprehensive output data makes unit cost assessment impossible.	Lack of complete outcome data or disaggregated costs makes unit cost assessment impossible.
Tyne Gateway	Costs per Community Entrepreneur and per family benefiting from Project Development have been estimated.	Lack of complete outcome data makes unit cost assessment impossible.
Waltham Forest	The average costs of the support provided, per beneficiary family, have been estimated.	Lack of disaggregated costs makes unit cost assessment of outcomes impossible.
Westminster	The overall costs per supported family, as well as unit costs for three of the four workstreams, have been estimated.	The costs per employment outcome have been estimated.

A number of limitations are apparent which restrict the assessment of cost effectiveness. These include:

- Lack of monitoring of outputs for some activities;
- Lack of monitoring of outcomes for some pilots (Cornwall, Kent, North Warwickshire);
- Partial monitoring of outputs and outcomes (Sefton, Tyne Gateway, Waltham Forest);
- Variability of activities making interpretation of output data difficult (Kent); and,
- Uncertainty regarding the additionality of recorded outcomes (Hammersmith and Fulham, Islington, Knowsley, Westminster).

The wide variations in activities, outputs and outcomes makes comparison between the pilots difficult:

- The outputs of the ten pilots are highly variable, and cannot be compared for most pilots. However, several of the pilots provide intensive support to targeted families, and the

average costs of providing this support can be compared (with the proviso that variations in cost may reflect variations in the intensity of support); and,

- Inadequacies in outcome data limit the analysis of costs of outcomes. However, a cluster of pilots has focused to a large extent on achieving employment outcomes, enabling some comparison of recorded average cost of these outcomes between pilots.

Comparisons Between the Pilots

Outputs

Comparisons can be made between the costs incurred in delivering intensive support to families in the four London pilots. The unit costs per family supported range from £1,122 in Islington (and £728 excluding development costs) to almost £5,000 per beneficiary family – or £8,000 per family benefiting from interventions - in Westminster.

Table A.3 Unit costs of outputs delivered by the four London Pilots

Pilot	Cost ratio	Cost per Output	Cost per Output excluding development costs
Hammersmith and Fulham	Cost per beneficiary family supported and receiving a Family Action Plan	£4,372	£4,372
Islington	Cost per beneficiary of the Islington Working for Parents strand	£1,122	£728
Waltham Forest	Overall cost per beneficiary	£3,733	£3,733
Westminster	Cost per beneficiary family	£4,999	£4,999
	Cost per family benefiting from interventions	£8,076	£8,076

These variations are likely to reflect differences in the intensity of support provided – the Hammersmith and Fulham, Waltham Forest and Westminster pilots each targeted between 227 and 252 beneficiary families, while the Islington pilot worked with 1,226 beneficiaries through its Islington Working for Parents strand.

By comparison, the average cost of providing crisis debt advice, as recorded by the Citizens Advice Bureau, is between £160-350 per case.[74] The higher unit costs of the support provided by the pilots may reflect the greater scope and duration of the support provided.

Outcomes

The main comparisons in the costs of delivering outcomes relate to those for employment outcomes (Table A.4).

[74] Ecotec (2006), *Evaluation of the Citizens Advice National Financial Capability Project*,

Table A.4 Comparisons between unit costs of employment outcomes delivered by the pilots

Pilot	Cost ratio	Cost per Outcome	Cost per Outcome excluding development costs
Hammersmith and Fulham	Cost per employment outcome	£20,255	£20,255
	Cost per previously unemployed beneficiary finding work	£20,678	£20,678
	Cost per previously unemployed beneficiary finding sustained work	£25,449	£25,449
Islington	Cost per employment outcome	£19,224	£12,470
	Cost per previously unemployed beneficiary finding work	£29,904	£19,398
Knowsley	Cost per employment, volunteering or training outcome	£13,987	£12,202
	Cost per employment outcome	£37,764	£32,404
	Cost per previously unemployed beneficiary finding work	£47,205	£40,506
Westminster	Cost per job outcome	£15,554	£15,554
	Cost per previously unemployed beneficiary finding work	£18,804	£18,804
	Cost per sustained job outcome	£24,228	£24,228
	Cost per previously unemployed beneficiary finding sustained work	£27,997	£27,997
	Cost per employment or training outcome	£12,988	£12,988
	Cost per sustained employment or training outcome	£18,527	£18,527

The estimated cost ratios are comparable between pilots, particularly for the three London pilots. The figures indicate that the average cost per beneficiary helped into employment recorded by Knowsley and the three London pilots ranged between £16,000 and £38,000 (or between £12,000 and £32,000 excluding project development costs). Some of these job outcomes were secured by people already in employment, but it is also possible to calculate the cost of finding work for previously unemployed beneficiaries. The data shows that the cost per previously unemployed beneficiary finding work ranges from £19,000 to £47,000. The Hammersmith and Fulham and Westminster pilots also recorded the number of jobs that appeared to be sustained.

These estimated unit costs are relatively high compared to the average costs of £5,330 per person placed into work by the New Deal programme,[75] and £6,600 per drug user placed into work (£11,600 per drug user remaining in that job for 13 weeks or more) by the DWP 'Progress2work' scheme. However, comparisons of this type should be treated with caution because of uncertainty of what is included in the DWP cost estimates, the distance of beneficiaries from the labour market and the duration and intensity of the support provided.

The figures above need to be treated with some caution, for two main reasons:

1. They underestimate the true cost of helping people into employment, because they do not include the overall costs of the existing support services to which most of the pilots referred the targeted families (e.g. costs of training courses to which beneficiaries were recruited); and,

[75] National Audit Office (2010), *Tackling Problem Drug Use*

2. The costs are based on gross recorded outcomes, and do not necessarily reflect the additional net benefits delivered by the pilots. For example, it is likely that some beneficiaries would have found employment even without the support of the pilots. It is quite likely that the relationship between gross and net employment outcomes could vary between the pilots, especially if beneficiaries targeted by some pilots were closer to the labour market than for others.

Similar issues apply to the recorded costs of other programmes, such as the New Deal.

Conclusions about the Role of CEA

For the reasons outlined in the sections above, only a partial assessment of the cost effectiveness of the pilots has been possible. Little can be said about the relative cost effectiveness of the different pilots in addressing child poverty issues.

Nevertheless, the analysis has enabled estimates to be provided of the full costs of the main activities delivered by each pilot, and these to be related to some of the outputs and outcomes delivered, as far as these are measured. By focusing attention on the relationship between inputs, activities, outputs and outcomes, and the different ways that pilots have used resources in pursuit of their stated objectives, the analysis provides insights for the evaluation as a whole.

The assessment highlights the inadequacies in the monitoring and reporting of outputs and outcomes by several of the pilots.

Cost effectiveness analysis is most applicable in situations where:

- The full costs of a series of activities can be estimated accurately and on a comparable basis;
- These costs can be clearly related to the outputs, outcomes and/or impacts of those activities;
- The activities give rise to similar outputs, outcomes and/or impacts, which can be measured using common indicators;
- The outputs, outcomes and/or impacts of the activities examined are measured in a robust and consistent way, enabling comparison between the activities; and,
- The measured outputs, outcomes and/or impacts can be attributed to the activities with certainty, such that the net benefits of the activities can be assessed.

In the case of the Local Authority Child Poverty Innovation Pilot, the first two of these five conditions have been satisfied – for most of the pilots a reasonably thorough and comparable assessment of the costs has been possible, and these costs have been related to the principal activities undertaken. However, the CEA is limited by the disparate nature of the activities undertaken by the pilots, the inadequate and inconsistent monitoring of outputs and outcomes by many of the pilots, and the uncertainties of attribution, making it difficult to ascertain the degree of additionality and the relationship between gross and net outcomes.

Implications for Future Evaluations

Analyses such as this would be facilitated in future by designing and implementing monitoring and evaluation systems in a way that collects the data required. There are implications for both:

- CPU, as the funding body, in designing suitable monitoring and evaluation frameworks and specifying the data required; and,
- Local delivery partners, in designing and implementing local monitoring systems that meet these requirements.

Cost effectiveness analysis (and programme evaluation in general) would be enhanced by:

1. Improved definition, recording and reporting of programme outputs and (particularly) outcomes;

2. Better evidence about the additional benefits of interventions. This would be enhanced by an improved understanding of the counterfactual – the likely outcomes in the absence of support – and requires enhanced information about beneficiaries, the way they have benefited from support, and their likely circumstances and behaviour in the absence of support;
3. More consistent data on financial expenditures, and in particular a requirement to record the costs of activities (linked to outputs and outcomes) as well as types of costs (e.g. staffing, equipment, grant awards) and to reconcile these with budgets; and,
4. Evidence of partner and in kind costs.

The CEA for the national evaluation of the LAIP has been limited by available evidence of outputs, outcomes and additionality, while better data on costs would have reduced the effort and resources devoted to these aspects during the latter stages of the evaluation, and given greater confidence in the final cost estimates.

Finally, it is worth considering the alternatives to CEA and their potential role in situations such as this:

- Cost Benefit Analysis (CBA) requires all of the costs and benefits of an activity to be measured in money terms, so that the value of costs and benefits can be compared. It has the advantage over CEA that it is more suited to evaluating disparate activities that deliver different types of benefits. However, it presents additional methodological challenges, particularly because of the difficulty of valuing benefits. It could not be applied to the Child Poverty Innovation Pilot without much better data on outcomes, as well as a robust means of placing money values on those outcomes.
- Social Return on Investment (SROI) is a form of cost benefit analysis that places values on those benefits that give rise to social returns, such as financial savings in the cost of benefits or healthcare and/or reduced costs of crime, antisocial behaviour or other social problems. It overcomes some of the problems of CBA in not necessarily requiring a comprehensive valuation of benefits, but still requires robust assessment of outcomes as well as data that enables the value of each unit of outcome to be measured.
- Multi-Criteria Analysis (MCA) shares some of the characteristics of both CBA and CEA. It involves the application of weights and scores to measure the various benefits of activities, and then compares these with their costs to develop cost effectiveness ratios. It has the potential to be more versatile than CEA – instead of requiring common outcomes to be compared, it enables benefits to be assessed by combining a range of outcome data – but still requires outcomes to be measured consistently and on a robust and comparable basis.

These different methods each have strengths and weaknesses in assessing the relationship between the costs and benefits of different activities. However, the lack of outcome data for the child poverty pilots would significantly limit their application in this case, just as it has constrained the cost effectiveness analysis.

Notes for the Costs Analysis included in Section 3, Local Authority Child Poverty Innovation Pilot Programmes

These notes relate to the costs analysis included in Section 3 and not to the full overall analysis. The detail relates primarily to the way in which full costs were calculated and how development costs were taken account of.

Cornwall

Referrals to the Enabling Fund have been included as an in-kind cost, based on an assumed average of 1.5 hours for each of the 881 referrals (1.5 hours x 881 referrals = 1,321.5 hours). The time of the individual is estimated to be £20 per hour (based on a £30,000 salary over 230 working days and 7 hours per day). The total in-kind cost is therefore estimated to be £26,430 (1321.5 hours x £20 per hour).

Hammersmith and Fulham

In kind costs have been developed by GHK through discussions with the pilot. For Child Passport activities these are estimated to total £11,850 and comprise:

- Uncosted time inputs of 2 senior managers for 1 day per month during 2010/11, based on an assumed cost of £300 per day and totalling £7,200 (£300 x 12 months x 2 people = £7,200).
- Uncosted time inputs of the LBHF manager for 2 days per month for 6 months, also based on an assumed cost of £300 per day and totalling £3,600 (£300 x 6 months x 2 days = £3,600).
- Uncosted time of 5 managers engaging with the system at an average of half a day, based on an assumed cost of £300 per day and totalling £750 (£300 x 0.5 days x 5 people = £750).
- Uncosted time for staff to upload details onto the system. It is assumed that 10 children's details were uploaded to the system, taking an average of 2 hours at a cost of £15 per hour, totalling £300 (£15 x 10 sets of details x 2 hours = £300).

In kind costs for Family Solutions in 2008/09 are estimated to total £7,600 and comprise:

- Uncosted additional time inputs of a LBHF senior manager to help set up the project, which are assumed to have involved 2 days per month for 6 months, based on a cost of £300 per day and totalling £3,600 (£300 x 6 months x 2 days = £3,600).
- Uncosted time of 10 strategic managers attending 2 steering group meetings, based on an assumed cost of £75 per person per meeting and totalling £1,500 (£75 x 2 meetings x 10 people = £1,500).
- Venue hire for meetings with 50 beneficiaries (each beneficiary received 6 hours of contact) at an assumed venue cost of £50 per day, totalling £2,500 (£50 x 50 beneficiaries = £2,500).

In kind costs for Family Solutions in 2009/10 are estimated to total £9,500 and comprise:

- Uncosted time of 10 strategic managers attending 4 quarterly delivery group meetings, based on an assumed cost of £75 per person per meeting and totalling £3,000 (£75 x 4 meetings x 10 people = £3,000).
- In kind contributions from Advice & Employment SB and Fulham CAB providing 50 appointments for benefit maximisation and debt relief at an assumed cost of £30 per appointment and totalling £1,500 (£30 x 50 appointment = £1,500).
- Venue hire for meetings with 100 beneficiaries (each beneficiary received 6 hours of contact) at an assumed venue cost of £50 per day, totalling £5,000 (£50 x 100 beneficiaries = £5,000).

In kind costs for Family Solutions in 2010/11 are assumed to be the same as in 2009/10 (described above) and estimated to total £9,500.

Islington

13 staff members' time inputs to the pilot as well as attendance at board meetings (for another 13 individuals). Based on 4 meetings per year, an average duration of 1.5 hours and using salary information provided by the pilot, in-kind costs for programme management are estimated to total £113,584 in 2009/10 and £214,707 in 2010/11.

Development costs include:

- 100% of the costs of the intelligence-led strand, which were all associated with the development of the database.

- All salary costs between April and November 2009, for programme management and the IWP strand, and all salary costs in the year 2009/10 for the Sustainability strand. This relates to CPU expenditures and in kind costs.
- 66.7% of all other programme management costs in 2009/10 based on the assumption that there were 8 months of project development and 4 months of project delivery in 2009/10.

Kent

The Kent pilot provided information relating to the financial expenditures of partner organisations. These are reported to total £83,000 and are focused upon 'Family Learning' activities (78%), 'opportunities to access new programmes' (19%), and PSHE modules (3%).

The in-kind costs are estimated to have totalled an additional £225,000 and are focused on activities relating to 'opportunities to access new programmes' (85%), 'Family Learning' (12%) and PSHE modules (3%). These figures are based on estimates made by the pilot itself regarding in kind contributions to each of the individual activities.

The costs analysis provided includes the project management costs incurred but not the developmental costs.

Knowsley

GHK has estimated the following in kind costs for the Volunteer Family Mentor strand of activity at £27,640, based upon information provided by the pilot. This comprises:

- Uncosted time of the Peer Support Volunteer (PSV) in supporting VFMs for an average of 3 hours per week at an assumed hourly cost of £20 (based on a £30,000 salary over 230 working days and 7 hours per day), totalling £3,120 in 2010/11 (£20 x 3 hours per week x 52 weeks = £3,120 per annum). The figure for 2009/10 is estimated to be 50% of the annual total (£1,560) to allow for the 6 month development period and the fact that delivery only commenced in the final 6 months of 2009/10.
- Time inputs from VFMs in attending Peer Support Group meetings for 2 hours per fortnight, assuming there are 20 VFMs at any one time at an hourly cost of £10, totalling £10,400 in 2010/11 (£10 x 20 VFMs x 2 hours x 26 fortnights = 10,400 per annum). As above, the 2009/10 figure is estimated at 50% of the annual total (£5,200) to allow for the 6 month delivery period.

Venue hire for core volunteer training provided in kind by the local authority for 4 cohorts at 15 hours per cohort and a cost of £10 per hour, totalling £600 (£10 x 15 hours x 4 cohorts = £600). Two cohorts were trained in 2009/10 and two in 2010/11.[1]

GHK has also estimated the in kind costs for time inputs from VFMs in providing support to families at £41,600 (£20,800 per annum), based upon information provided by the pilot. This is based on 2 hours of support per week provided by 20 VFMs at a cost of £10 per hour, totalling £20,800 in 2010/11 (£10 x 20 VFMs x 2 hours x 52 weeks = £20,800 per annum). As above, the 2009/10 figure is estimated at 50% of the annual total (£10,400) to allow for the 6 month delivery period.

Development costs are estimated to total 6 months of the estimated CPU funded programme management costs in 2009/10 (£141,500 CPU expenditure in 2009/10 x 68.4% for programme management costs x 50% for 6 months = £48,393) in addition to the in kind costs for attendance at project development meetings. The costs of development are therefore estimated to total £53,593. Subtracting this figure from the total costs provides an estimated cost excluding development costs of £324,044.

North Warwickshire

Uncosted time inputs from 10 people attending 20 steering group meetings with an average duration of 2 hours, assuming an hourly cost of £30, totalling £12,000 (£30 x 20 meetings x 2 hours x 10 people = £12,000).

It is not possible to provide unit cost ratios for the schools activities as the establishment of school banks and the delivery of financial literacy workshops are the outputs of discrete activities. It would therefore be misleading to provide unit costs without first disaggregating the cost of delivering school activities and this information has not been provided.

Sefton

Programme Management costs of £218,168 include £85,586 for the project board and other management and £115,563 miscellaneous running costs.

These in-kind costs were calculated on the following basis:

- Uncosted time inputs of an average of 6 board members attending 12 board meetings of 2 hour duration at a cost of £35 per hour, totalling £5,040 (£35 x 12 meetings x 2 hours x 6 people = £5,040).
- Uncosted time inputs of an average of 5 staff members attending 12 operations group meetings of 2 hour duration at a cost of £25 per hour, totalling £3,000 (£25 x 12 meetings x 2 hours x 5 people = £3,000).
- Uncosted time inputs of 45 people attending two stakeholder events of 4 hour duration at a cost of £25 per hour, totalling £4,500 (£25 x 45 people x 4 hours = £4,500).
- Office space provided in kind by children's centres and CAB office for CAB worker to work on the pilot for 3 days per week for a total of 100 weeks, at a cost of £10 per day, totalling £3,000 (£10 x 3 days x 100 weeks = £3,000).

It is not possible to include unit costs of the outcomes recorded by Sefton because of the absence of cost data disaggregated between the different activities that would be expected to give rise to each of the outcomes listed above. The calculation of unit costs would require costs to be disaggregated between the different activities aimed at improving health, facilitating childcare provision, helping individuals to find work, etc.

Tyne Gateway

The in kind contributions for the project development strand include the in kind time of 20 senior mentors providing support to the CEs for 1 hour per month at a cost of £26 per hour. The total cost is assumed to be 50% of the total as mentors did not all work every month and some projects finished early. Therefore, in kind costs are estimated to total £3,120 (£26 x 12 months x 1 hour x 20 mentors x 50% = £3,120).

The in kind contributions associated with programme management activities are estimated to total £16,240 and comprise:

- Uncosted time inputs from a part time project support officer working 1 day per week for 96 weeks at a cost of £141 per day, totalling £13,536 (£141 x 96 weeks).
- Uncosted time inputs from an average of 13 board members (50% of the total) attending quarterly board meetings of 2 hour duration at a cost of £26 per hour, totalling £2,704 (£26 x 4 meetings x 2 hours x 13 people = £2,704).

Waltham Forest

GHK has estimated in-kind costs for programme management This comprises:

- Uncosted time inputs from board members attending 12 project board meetings of 2 hour duration (3 with an attendance of 11 and 9 with an attendance of 6) and an hourly cost of £30, totalling £5,220 (£30 x 9 meetings x 2 hours x 11 people) + (£30 x 3 meetings x 2 hours x 6 people) = £5,220.
- Uncosted time inputs of an average of 6 headteachers attending 7 headteachers meetings of 2 hour duration and an hourly cost of £30, totalling £2,520 (£30 x 7 meetings x 2 hours x 6 people = £2,520).
- Venue hire for the above 19 meetings (38 hours total duration) provided in kind by the local authority at an hourly cost of £10, totalling £380 (£10 x 38 hours = £380).

The Parent Advisory Group is estimated to have in-kind costs of £3,984 to cover attendance and venue hire at advisory group meetings, comprising:

- Uncosted time inputs of 8 parent volunteers attending 12 meetings of 2 hour duration and an hourly cost of £12, totalling £2,304 (£12 x 12 meetings x 2 hours x 8 people = £2,304).
- Venue hire for the above 12 meetings (24 hours total duration) provided in kind by a children's centre at an hourly cost of £70, totalling £1,680 (£70 x 24 hours = £1,680).

It is not possible to include unit costs of the outcomes recorded by Waltham Forest because of the absence of disaggregated cost data. The calculation of unit costs for outcomes would require the above costs to be disaggregated between the different activities that would be expected to give rise to each outcome. For example, it would require costs to be disaggregated between activities providing benefits advice, employment support and other housing, health and family support.

Westminster

In kind costs have been developed by GHK through discussions with the pilot. In 2008/09 in kind contributions are estimated to total £1,500 to account for uncosted time inputs of 10 strategic managers attending 2 delivery group meetings of 2 hour duration at a cost of £75 per person per meeting, totalling £1,500 (£75 x 2 meetings x 10 people = £1,500).

In kind costs for 2009/10 are estimated to total £32,150 and comprise:

- Uncosted time inputs of 10 strategic managers attending 4 delivery group meetings of 2 hour duration at a cost of £75 per person per meeting, totalling £3,000 (£75 x 4 meetings x 10 people = £3,000).
- Uncosted time inputs of 20 external managers attending a 'development day' at an assumed cost of £150 per person per day, totalling £3,000 (£150 x 20 people = £3,000).
- Uncosted time inputs for data management and for childcare brokerage for a day per week (half a day for each activity) at a cost of £75 per half day, totalling £7,500 (£75 x 2 half days x 50 weeks = £7,500).
- Uncosted time inputs of Bayswater Family Centre advisers for 1 day per week at a cost of £150 per day, totalling £7,500 (£150 x 50 weeks = £7,500).
- Uncosted time inputs of WCC strategic management, housing and economic development staff (3 individuals) for various issues for 0.5 days per person per month at an assumed cost of £150 per half day, totalling £5,400 (£150 x 12 months x 3 people = £5,400).
- Venue hire for meetings with 100 beneficiaries (each beneficiary received 6 hours of contact) at an assumed venue cost of £50 per day, totalling £5,000 (£50 x 100 beneficiaries = £5,000).
- Uncosted time for additional keyworker support for 50 beneficiaries at an average of 1 hour per beneficiary and an assumed cost of £15 per hour, totalling £750 (£15 x 50 beneficiaries x 1 hour = £750).

In kind costs for 2010/11 are estimated to total £32,400 and comprise:

- Uncosted time inputs of 10 strategic managers attending 4 delivery group meetings of 2 hour duration at a cost of £75 per person per meeting, totalling £3,000 (£75 x 4 meetings x 10 people = £3,000).
- Uncosted time inputs for data management and for childcare brokerage for a day per week (half a day for each activity) at a cost of £75 per half day, totalling £7,500 (£75 x 2 half days x 50 weeks = £7,500).
- Uncosted time inputs of Bayswater Family Centre advisers for 1 day per week at a cost of £150 per day, totalling £7,500 (£150 x 50 weeks = £7,500).

- Uncosted time inputs of an intern at Bayswater Family Centre working for the pilot full-time for 4 weeks at a cost of £50 per day, totalling £1,000 (£50 x 5 days x 4 weeks = £1,000).
- Uncosted time inputs of WCC strategic management, housing and economic development staff (3 individuals) for various issues for 0.5 days per person per month at an assumed cost of £150 per half day, totalling £5,400 (£150 x 12 months x 3 people = £5,400).
- Uncosted provision of debt relief and support from external partners, assumed to have seen 50 beneficiaries for 1 appointment each, costed at £30, totalling £1,500 (£30 x 50 beneficiaries = £1,500).
- Venue hire for meetings with 100 beneficiaries (each beneficiary received 6 hours of contact) at an assumed venue cost of £50 per day, totalling £5,000 (£50 x 100 beneficiaries = £5,000).
- Uncosted time for additional keyworker support for 100 beneficiaries at an average of 1 hour per beneficiary and an assumed cost of £15 per hour, totalling £1,500 (£15 x 100 beneficiaries x 1 hour = £1,500).

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